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The Educational System of British Columbia

*An Appreciative and Critical Estimate of the
Educational System of the Mountain
Province*



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PREFACE

The following survey of the educational system of British Columbia is a thesis submitted to the Faculty of Education of the University of Toronto in connection with the course for the degree of Doctor of Pedagogy.

The course of study required for this degree involved a wide range of reading and included critical estimates of the educational systems of Great Britain, France, Germany, the United States, and Ontario. It was inevitable that such reading should suggest some possible improvements in our own system. The result is that while, on the whole, an appreciative estimate of the system has been given, a critical tendency has developed that was no part of the original plan.

Such criticisms as appear are the author's own. They are not inspired by anyone, nor are they begotten of hostility to the educational authorities of the province.

While the author shares with no one responsibility for any criticisms appearing in the body of the work, he wishes to acknowledge the kindness of the following gentlemen in giving him valuable information and kind answers to letters of inquiry:

Alexander Robinson, Esq., B. A., L. L. D., Superintendent of Education for British Columbia.

John B. DeLong, Esq., B. A., Inspector of Schools for British Columbia.

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G. H.

CHAPTER I.

INTRODUCTORY

In British Columbia, as in every commonwealth of North America, the educational problem has forced itself on public attention. As elsewhere, the efforts of public-spirited citizens to solve the problem have crystallized themselves in an educational system that in many respects resembles other systems, yet has an individuality all its own. To state the problem as presented in British Columbia—to give an appreciative yet critical estimate of the educational system of the province and to suggest certain possible improvements in the system—are the main purposes of this volume.

In order to furnish some basis for estimating the degree of efficiency which the educational system of the mountain province possesses it might be well for the author to indicate what he believes to be the trend in modern education. The author hazards the statement that a study of educational systems will reveal in them a tendency to broaden rather than restrict the scope of their activities. Their history begins with the teaching of a few recognized essentials as the three "R's," but this simple curriculum expands till we have all the subjects that now struggle for a place on the school curriculum.

It is not alone in the curriculum that this expansion of effort is noticeable. The educational activities of the State have forced other and related problems connected with the training and care of the human offspring upon its notice. The working of educational systems in America and Europe seems to have brought about a recognition of the State's responsibility in the following particulars:

- (a) That the State should provide every child with the elements of a good general education seems to be recognized throughout the civilized world. Free tuition has been provided and in many cases free text-books also. Compulsory attendance laws and laws forbidding the employment of child labor seek to ensure to the child the education provided for it.
- (b) Educational authorities in Great Britain, France, Germany and some of the leading cities of the United States have by a system of free lunches and by school commissions that sometimes provide even clothing for necessitous children, to some extent recognized the right of each child to be properly fed and clothed and the responsibility of the State to see that such food and clothing is duly provided.
- (c) The wide-spread introduction into educational systems of medical inspection of schools, free dental service for school children, and school nurses with power in some cases to supervise sanitary conditions in the home, is to some extent a recognition of the right of every child to expert medical care and supervision and of the responsibility of the State to provide the same.
- (d) The introduction of manual training, domestic science, school gardening, stenography, and other related activities is a recognition of the child's right to be taught something useful by which he may the more easily take care of himself when called upon to make a living.
- (e) A still more decided recognition of the State's responsibility in this direction is seen in the trade schools of France, England and Germany where adolescents from fourteen to seventeen years of age are taught the elements of useful trades. Nor is activity along these lines confined

to the Old World. The Technical School of Toronto, established at a cost of \$2,500,000, as well as similar institutions in Hamilton, London, Windsor, and Ottawa, Ontario, are all recognitions of the State's responsibility in the matter of vocational training.

(f) The State has gone one step further in its recognition of the rights of the child and of its own responsibility. Connected with some of the schools in France are school commissions composed of leading citizens, whose work it is to find profitable and suitable employment for graduates of the schools. Many of the leading cities of the United States have similar bodies with similar duties.

While educational effort is expanding into many new fields till it gives promise of ensuring to every child not only a good general education but also proper food and clothing, proper medical and dental care, training in the industrial activities necessary to make a living, and suitable employment when properly trained, the public conception of general education appears to be modifying itself in the following particulars:

(a) More attention is being paid to the child's physical well being and happiness. It is becoming more generally recognized that education, or technical skill of any kind, is too dearly purchased if the child's health and general happiness suffer in consequence.

(b) The educational experts have found it necessary reconstruct their ideas on the question of formal discipline, so that there is less disposition on the part of educational idealists to oppose education of a practical nature. There is a disposition to bring all studies into closer relation to the life the child will lead when his education is com-

pleted. Everywhere the drift appears to be in the direction of practical education.

(c) The nervous constitution of the child undergoes many changes and developments. Leading educators have been endeavoring to understand better the nature of these changes and an effort is being made to introduce subjects at the time when the nervous constitution of the child will best bear the strain, and most readily respond to the influences brought to bear upon it.

Without attempting to pronounce on the utility, permanence, or wisdom, of all the educational activities and tendencies noted above the author feels safe in saying that the distinct trend in modern education is toward a curriculum whose subject matter bears a chosen relation to the after life of the child; that more emphasis is being placed in all progressive systems on such subjects as physical culture, domestic science and manual training, and that the problem of vocational training is one that is engaging the attention of educational authorities throughout America. Perhaps the greatest educational developments of the future may be looked for along this line. Finally that medical inspection of schools promises to be one of the most useful and permanent of recent educational innovations. It has already proved itself of incalculable benefit to pupil, parent, and teacher alike. Apparently it has come to stay.

While fully realizing the value of practical education and vocational training, the author still believes that the essence of our waking and most of our sleeping life is a never ceasing stream of thought flowing constantly through the focus of consciousness. Each thought carries with it a feeling of power or elation as the intellectual or rational element is more or less prominent, a conative tendency or a disposition to pass into action, and a feeling tone oscillating between the pleasant and the unpleasant. A man's happiness or misery, his greatness or littleness,

depends not on the abundance of the things he may possess but on the character of the stream of thought that flows on as long as there is consciousness. Conceding all that its advocates claim for practical and vocational training, the author still believes that the more important work of education lies in the enrichment and enlargement of the stream of thought, in controlling and directing its attendant flashes of will, and giving to its emotional accompaniment a correct feeling tone.

CHAPTER II.

THE EDUCATIONAL PROBLEM IN BRITISH COLUMBIA

In shape British Columbia approximates to a huge quadrangle about 750 miles long and having an average breadth of 425 miles. It extends from the 49th to the 60th parallel of latitude, and from the Pacific Ocean to the core of the Rocky Mountains, and in the northeastern part of the province beyond this to the 120th meridian. Its area, with the adjacent Pacific Islands, is about 360,000 square miles. Its population may be conservatively estimated at somewhere between 350,000 and 400,000, the lower figure being probably the more correct. Mining has been the leading industry of the interior, and boom conditions with subsequent depressions have affected the coast cities so that there has been much shifting of population. Consequently it is difficult to give an accurate estimate of the population. But some idea of the educational difficulty to be overcome may be gleaned from the fact that the population of the province is about one soul for each square mile of territory.

By the census of 1911 the population of the coast cities is given as follows: Vancouver, 100,333; Victoria, 31,620; New Westminster, 13,394; Nanaimo, 8,305; making a total of 153,652. Subtract this total from a population of approximately 350,000 and it leaves a population of about 200,000 scattered over an area of 360,000 square miles. The province is now crossed by the trunk lines of three

transcontinental systems. These with their branch lines assisted by a magnificent system of navigable lakes and rivers render the most distant parts of the province easily accessible, so that small as is the population outside of the urban centers, it is widely distributed.

The difficulty of meeting the educational needs of such a scattered population is one of first magnitude but it has been fairly well done. There are few children even in the most remote parts of the province for whom education has not been provided. Wherever ten children of school age can be found within a radius of five miles there will be found a wonderfully well equipped school room. The educational needs of outlying and pioneer districts were for a time much better met than those of centers like Vancouver and Victoria, where rapid growth for a time produced congestion, but within the last few years a shrinkage of population consequent on the collapse of boom conditions has relieved the situation. The educational facilities of these centers are now quite adequate to meet present needs.

Apart from its vast extent of territory, the scattered nature of its population, and the rapid growth of its urban centers, British Columbia presents educational problems of a most perplexing character. One is found in the diversified character of its industries. The coast cities have a commanding position in one of the leading trade routes of the world. Raw material in the shape of iron, coal, wood, etc., is abundant and easily obtainable. The climate is favorable to physical exertion. Here are all the conditions necessary for the development of world commerce and manufacture on a colossal scale. In other parts of the province its varied resources give rise to every staple industry. Mining, fishing, manufacturing, lumbering, fruit growing, cattle ranching, and dairying, are all carried on in some part of the province.

Another difficulty lies in the cosmopolitan character of the elements of which the population is composed.

Among those who have made their homes in the province are to be found representatives of almost every nationality, adherents of almost every creed, devotees of almost every fad under the sun. Perhaps it would be more correct to say that the population is mainly English and American, with a sprinkling of Chinese, Japanese and Eastern Canadians. The English element seems to dominate in Victoria and on Vancouver Island; Americans in the mining and lumbering camps of the interior, and Eastern Canadians in Vancouver. Everywhere, however, many cosmopolitan elements mix with the prevailing nationality. In the city in which this is written, (Trail, B. C.) a very large percentage of the population is Italian. There is one section covering fully one-third of the entire area of the city where Italian is the language usually spoken and where brightly colored houses and trim gardens remind one of the homeland from whence these people came. Another corner of the city has been appropriated by the Doukhobors, who converse in a language that is certainly not English. Although the country is at war with Austria, there are people of this nationality in our city filling places made vacant by Canadian and English boys who have enlisted. In this nominally Canadian city of 2500 inhabitants there are Russians, Poles, Chinese, Japanese and other nationalities too numerous to mention. Trail is by no means unique in the cosmopolitan character of its population. It is simply typical of the confusion of tongues that prevails in small as well as large communities throughout the province.

Another characteristic of the population of the province is that a large percentage of it consists of people in whom wanderlust is exceedingly strong. They have traveled much and they are inclined to be unsettled. The man one meets in the coal mines, for instance, may have come from some part of the British Isles and has probably passed through every coal state in the United States before coming to sojourn for a time with us. The man one meets

in the dry ore belt has probably been in every mining boom and gold rush of the past decade from Mexico to Alaska. The lumberjack may have done service in Ontario, Michigan, and Wisconsin, before coming to British Columbia. The author once taught the geography of the United States to a senior public school class in a coal mining camp where there was also a large saw mill. He was able to get first hand information from members of this class about practically every state in the Union and every corner of the continent, including Mexico and Alaska. Experience with this class, however, would not lead the author to recommend extensive travel as a means of sharpening the intellect. Wanderlust is like the thirst for alcoholic liquors—the more it is indulged the stronger it grows. Many of these people have but one desire—to be up and away again. The next mining boom will possess an irresistible attraction for them.

It must not be imagined that British Columbia has no charms that can bind the human heart to it with the subtle power of homeland. For many it has an irresistible fascination. Its rivers of living water, its clear crystal lakes spreading their massy depths in the deep valleys of snow capped mountains, the mountain woodlands with their purple haze, and above all the serene air, which might aptly be called the vaporous intoxicating wine of the mountains, have enshrined the mountain province in the hearts of many who came as sojourners and who after a life of wandering say they will call no other land their home.

Beyond a passionate loyalty to the British Empire, very much in evidence among the English and Canadian elements of the population, life in the province has not yet produced any distinct traits of character, tricks of speech, or bonds of common sentiment. The people of Vancouver are unlike those of Victoria and those of Nanaimo unlike either. A sojourn on the coast gives one no clue to the idiosyncrasies of the people he will meet in the interior,

nor will an intimate knowledge of Nelson enable one to feel perfectly at home in Revelstoke.

Every community in British Columbia has its distinct individuality, and he who would understand it must study it as a separate entity. As long as people of different nationalities and different creeds are congregated in small communities and are separated by magnificent distances this must continue to be true.

One outstanding feature of all British Columbia communities, however divergent in other respects, is that the currents of religious life seem to pulsate but feebly through them. Consequently the intellectual, emotional, and spiritual aspects of education are very much neglected in a province that spends money lavishly on its schools and takes great formal interest in examination results and other mechanical details of their operation. The result has been a development among the teachers of disciplinarians, cramming experts, and class pilots who can steer through the annual examinations with high percentages. Fully twenty per cent of the teachers of the province are university graduates, but life in the province has not impelled many of them to further intellectual development. Standing in the profession depends on percentage of passes and, failing to produce these, the highest scholarship and the greatest power to infuse lofty ideals and to mould character get scant consideration. How to counteract religious indifference by infusing an atmosphere of profound reverence for moral principles and a keen appreciation of the best in literature into the spirit and life of the schools, and how to educate the public to estimate its teachers by some better criterion than examination results, are two great educational problems of the province.

There are, however, among the people of the mountain province many deeply religious souls and even among the most indifferent there are slumbering tendencies that require only the right influence to call them into active

life, while among the teachers there are many hundreds who have the loftiest ideals and who do not teach for "results" only.

Over fifteen years spent in high and public school work has convinced the author that one great educational need of the province lies along emotional, moral, and religious lines. There are factors in the social life of the province that are disappointing. The author spent some years in one of the upper country towns and on his way to church passed every Sunday morning by a public house situated on the same street and but a few doors from the church. The bar-room door was always open and one could always count there a more numerous gathering than assembled at the church. The church-going element is a small minority of the whole population. It is easy, however, to exaggerate this religious indifference which is more on the surface of things than in the hearts of the people. The very absence of strong religious influences in the ordinary life of the community makes even the more worldly among the parents anxious for a strong moral atmosphere in the school room.

Fifteen years' experience has established the conviction that the infusion of a spirit of religious reverence, accompanied by direct moral teaching and the presentation of lofty ideals is appreciated in British Columbia as nowhere else.

The cosmopolitan character of the population, the unsettled character of many of the people, the absence of common sentiments among them, the lack of deep religious feeling among large sections of the population, together with the diversified character of the resources and industries, render the educational problem one of the most difficult and perplexing ever presented. The adequate solution of such a problem requires flexibility in any system and administrative capacity in the educational experts attempting to deal with it.

The first great problem appears to be to weld together the heterogeneous elements of which the population of the province is composed, giving them as far as possible common sentiments and ideals and, above all, making them loyal and devoted subjects of the great empire of which we form a part. To accomplish this it is essential that men of broad scholarship and sympathetic insight into the history and ideals of the various foreign elements now attempting to make a home among us—it is highly essential that men of this character should receive appointment as inspectors and that they should be given a wide range of administrative freedom. To make the foreigners feel at home with us, and one with us, in thought, sentiment, and speech is the task before our schools. Some knowledge of the language, literature, religion, and sentiments of our foreign population is indispensable to the person who would become a leader in this great work.

Perhaps, the second great problem is the infusion of a strong moral atmosphere in all the exercises of the school room. It is much easier to point out the need than to suggest a solution. The French people have eliminated religious teaching from their schools and at the same time have recognized the need of moral training, but their efforts to find a solution have been scarcely as successful as they could have wished. (French Secondary Education, Farrington, pages 288-300). Perhaps, if care were taken to appoint men of strong religious and moral convictions whenever it became necessary to select inspectors—if the Education Department were to take some recognition of the moral influence wielded by a teacher in the community, making his standing in the profession and his chance of promotion to depend on this as well as on examination results—and finally, if the emphasis in all examination tests were placed on English literature of a moral and religious type, something might be accomplished in the direction of betterment of the moral and religious tone of the province.

But while patriotic and moral considerations have their place in devising systems of education, those of practical utility cannot be wholly overlooked. Education must bear some relation to the life the child will lead when he has completed his school course. In an agricultural country emphasis is rightly placed on school gardening and nature study; in an industrial center the stress should be placed on manual training; in a commercial center on penmanship and book keeping; in short, while an ideal system should be flexible enough to meet the needs of different communities it should possess some degree of uniformity. It would, indeed, be extremely difficult to devise a system of education for our province uniform enough to make possible the easy transfer of pupils from one school to another and at the same time flexible enough to meet the demands of the diversified resources and industries of the province.

Possibly too much uniformity has been introduced into the system as we now have it. Apparently the Education Department feels that such is the case, for it has been moving for some time in the direction of a more flexible system. This will be illustrated when we come to speak of household science, manual training, elementary agriculture, stenography, and typewriting, as well as some options recently added to the various subjects of the high school course.

It is doubtful if a really perfect system can be devised to meet the educational needs of such a large province with such diversified industries. Any system would be open to criticism, and yet in spite of a few manifest imperfections the educational system of British Columbia will not suffer from a critical comparison with that of any similar commonwealth in the civilized world. As the author proceeds he will point out some manifestly crude things in our educational machinery, but taking full cognizance of these, the author makes bold to say that no other

350,000 people on the habitable globe are as well supplied with the facilities of elementary, secondary, and higher education, and that credit for this is largely due to our present Superintendent of Education and to the public and high school inspectors of the province.

CHAPTER III.

SCHOOL ADMINISTRATION IN BRITISH COLUMBIA

Outlining Central and Local Control as Exercised by The Education Office, The Superintendent of Education, and Local Boards of School Trustees

When one finds so many excellent things in the educational system of an outlying province like British Columbia; when he finds the province so well supplied with schools and a very high grade of teachers; when he notes the public interest everywhere manifest in education, he is scarcely prepared for the feeling of keen disappointment that awaits him when he glances over the meagre provisions of Chapter 206 of the Statutes of the Province, entitled: "An Act Relating to the Public Schools," and by short title known as, "The Public Schools Act." The school law of the province is comprised in one hundred and forty-seven sections, covering but thirty pages of the School Manual. The Act is, therefore, characterized by extreme brevity and is remarkable for its omissions. The defects of the Act have in some measure been made good by the administrative capacity of the Superintendent of Education and his assistants at the Education Office, but this has imposed an additional burden on an already over-worked department and brought down upon it the charge

of arbitrary and despotic exercise of power. More will be said in the concluding chapter about the shortcomings of the Act, but in passing from its general character to its specific provisions in regard to school administration one cannot help remarking that the public interest would be better protected and the smooth working of the educational machinery of the province facilitated by the enactment of a more comprehensive school law. Allowing this general criticism to suffice for the present, it seems best to name the various administrative officials, outline their powers as defined by the Act, and summarize the various institutions and corporate bodies established and maintained under the Act.

The administrative officials and corporate bodies responsible for the school administration of the province are:

- (1) The Minister of Education.—The writer has been unable to find any mention of this dignitary in the provisions of the Act as given in the School Manual, or the statutes of the province as he found them in the library of his solicitor, who was good enough to permit him to search through them. However, the author has been present at a teachers' convention where a gentleman alleged to be the Minister of Education was introduced to the audience.
- (2) Council of Public Instruction.
- (3) The Superintendent of Education.
- (4) The Public and High School Inspectors.
- (5) Municipal Inspectors of Schools.
- (6) Teachers of Various Grades.
- (7) Boards of School Trustees.
- (8) And under "The Schools Health Act" (Ch. 207). The Provincial Board of Health has power to supervise medical inspection of schools.

The various educational institutions maintained under the Act may be briefly classified as follows:

- (a) Public or Elementary Schools.
- (b) Superior Schools, the B. C. counterpart of Continuation Schools.
- (c) Night Schools.
- (d) Normal Schools.
- (e) High Schools.
- (f) And under the University Act of 1909.
The University of British Columbia.

Public Schools to Be Free and Non-Sectarian

Whatever omissions the legislators may have made there is one matter they did not overlook. Before abdicating their powers and duties to the various administrative bodies and officials under the Act they were careful to make one use of their authority ere they should delegate it to others. As soon as definitions and title are disposed of the first clause of the Act states that all public schools shall be free and conducted on strictly secular and non-sectarian principles, and that no religious creed or dogma shall be taught. Having made this prohibition unmistakable, it makes the concession that the highest morality shall be taught and that the Lord's Prayer may be used in opening and closing the schools. One wonders why the legislators did not place section 122 excluding clergymen of every religious denomination from the office of trustee beside the non-sectarian clause in the beginning of the Act. The provision by which the schools may be used for the purpose of giving religious instructions after school hours is omitted from the Act. This was not due to hostility to such instruction on the part of the legislators. Possibly they did not know that such a clause was a feature of all progressive school legislation.

Having disposed of the religious difficulty the legislature proceeds to shed most of its powers to the so-called Council of Public Instruction.

The Council of Public Instruction.

This body is defined by the Act to be the Executive Council of the province. The Executive Council is composed of the various responsible ministers of the crown. The wide powers conferred by the Act on this body may be briefly summarized as follows:

- (a) It may create or abolish school districts and define, enlarge, or restrict their boundaries. Its powers in the creation of school districts are limited to localities where twenty children of school age (6 to 16) are found and where there is enough assessable property to support a school.
- (b) It may, however, with the sanction of the Lieutenant-Governor-in-Council, build, furnish and equip a school and pay the teacher's salary out of funds drawn from the Provincial Treasury. This power is limited to localities where at least ten children of school age and not more than twenty are resident within the district.
- (c) With funds drawn from the Provincial Treasury it may provide school houses in rural or district municipality school districts where school houses have not yet been built.
- (d) It may set apart waste lands of the Crown in any school district for school purposes.
- (e) With the sanction of the Lieutenant-Governor-in-Council it apportions the per capita grant due each school district on account of the number of teachers employed.
- (f) It appoints the Board of Examiners and pays them out of the funds drawn from the Provincial Treasury.
- (g) It determines the subjects of examination for the entrance examination to the high schools and for the various grades of teachers' certificates. It also prescribes the curriculum of each subject.
- (h) It appoints and dismisses the school inspectors.

- (i) It makes rules and regulations determining school hours, school terms, holidays, duties of teachers, duties of pupils, etc., etc.
- (j) It determines what text books shall be authorized.
- (k) By means of an Order in Council it may for cause (not stated in the Act) cancel the certificate of any teacher.
- (l) It determines cases of dispute arising out of decisions of school trustees.
- (m) It may establish normal schools and prescribe and enforce such regulations as it may deem necessary for the management of the same.
- (n) It may establish high schools wherever there are twenty pupils available for the same.
- (o) It may establish superior schools wherever there are ten pupils available for instruction beyond the entrance examination. (Chapter 206, Sec. 6).

Shorn of legal phraseology these are the leading powers conferred by the Act on the Executive Council of the Province. All the powers wielded in France by a responsible minister, assisted by three consultative committees and thirty bureaus, are exercised by the leaders of the dominant party in the Legislature. The establishment of schools, the certification and discipline of teachers, the curriculum and course of studies, examinations and examination standards, the appointment of the leading officials—in fact, almost all matters of vital importance in school administration have, with minor reservations, been handed over to the leaders of the dominant political party to regulate in the public interest. Clause (n), section 6, of the School Act seems to give them power to issue and enforce any regulation on any educational matter whatever so long as such regulation is not inconsistent with the provisions of the Act.

"It shall be lawful for the Council of Public Instruction from time to time to make any provisions not inconsistent with the provisions of this Act that may be necessary to meet exigencies occurring under its operation, and generally from time to time to make and enforce all such general rules, orders, and regulations, as may be necessary for the purpose of giving full effect to the provisions of this Act."

In legislation of this kind it is usual to insert a clause requiring all such regulations to be tabled in the Legislature as soon as possible after adoption and to make them subject to repeal or amendment by resolution of the Legislature. No such provision, however, appears in the British Columbia School Act. The legislature has completely abdicated its powers. Within the limits prescribed the Council of Public Instruction is an absolute and irresponsible law-making body.

Control by Educational Experts.

Notwithstanding the wide powers of the Council of Public Instruction the educational system of the province has in the main been shaped by the Superintendent of Education, Mr. Alexander Robinson, B. A., L. L. D., who has held the office since 1899. The Superintendent would no doubt protest that he has simply been the faithful servant of the ministers, who deserve the major portion of the credit for our excellent system. But the consensus of opinion among inspectors, school principals and legislators, with whom the author has discussed the matter, is that credit for the excellences of the system—and they are not few—is due mainly to the Superintendent. It is true that a few ambitious ministers have endeavored to appear prominent in educational matters, but none of them has been sufficiently cognizant of educational affairs to exer-

cise any profound influence. * When we say that our system as we have it has been shaped in the main by Mr. Robinson, with such help and suggestions as he could receive from the provincial inspectors, we know of no greater tribute that could possibly be paid him.

Duties of Superintendent of Education.

While in reality this official sways even the Council of Public Instruction, the Act confers no powers but heaps duties upon him. He is appointed by the Lieutenant-Governor-in-Council. Some of his duties are:

- (a) To supervise and direct the work of inspectors and of the teachers of the schools.
- (b) To enforce the provisions of the Act and the regulations of the Council of Public Instruction. (How is not stated).
- (c) To have direction of teachers' institutes.
- (d) To prepare the annual school report.
- (e) To supervise the election of trustees in order to prevent irregularities.
- (f) To close schools when the average attendance falls below ten in organized school districts, and eight in assisted schools, etc., etc. (C. 206, Sec. 8).

The Education Office.

This is the central controlling power of the system. It is defined by the Act as the office of the Council of Public Instruction. In reality it is a suite of offices in the parliament buildings at Victoria, presided over by the Superintendent of Education, assisted by the school inspectors,

* The above was written November, 1917, and at that time the present Minister of Education seemed content to allow the educational affairs of the province to run smoothly in their well-worn grooves. But during Christmas (1917) holidays he called a conference of the leading high school principals at Victoria to discuss the advisability of certain changes in the curriculum and in school administration. Since then changes, some of a decidedly progressive nature have been made and more are in prospect. In these the Honourable John D. MacLean, is credited with the initiative.

who are required by law to assist here when not out on field duty. To assist these officials is a corps of clerks and stenographers.

LOCAL CONTROL.

School Districts and School Trustees.

The unit of local administration is the school district the boundaries of which are defined, as already stated, by the Executive Council. In the creation of school districts and the definition of their boundaries, the Executive usually acts on the report of the Superintendent, who in turn acts on the report of an inspector who has personally investigated the matter. In the case of some assisted schools, where no money has been as yet raised for school purposes other than by voluntary contribution, the boundaries are not defined. In all cases, however, where there is a public school there is a board of trustees elected by the residents of the district. School Boards have all the powers and responsibilities of corporate bodies and have power to raise the necessary school funds by local taxation. The amounts which they are empowered to raise, however, are fixed by the ratepayers at their annual meeting, or in the case of cities and municipal school districts are partly limited by law and partly the subject of mutual arrangement between trustees and aldermen. The appointment and dismissal of teachers is a prerogative of school boards of every class of public schools, but there is a regulation requiring all cases of appointment and dismissal to be reported to the Education Office forthwith, and in the case of dismissal to state the reason for such dismissal. Beyond this formality the Office does not authoritatively interfere in the matter, although through its inspectors it exercises advisory functions in regard to both appointments and dismissals and through its publications it has repeatedly expressed a willingness bordering on importunity to assist trustees in the matter of appointments.

Powers and Duties of Trustees.

Of these the latter are by far the more numerous. They must see that proper school accommodation is provided for all children of school age. They must buy, build, or rent a school house. They must see that it is properly furnished and equipped. Where the Provincial Board of Health does not appoint him, they must appoint and remunerate a Health Inspector and carry out such recommendations as he may be pleased to make. They must insure the school building and its contents. They must render annually to the city council, municipal council, or annual school meeting as the case may be, an audited account of all money received and spent by them. In all cases they must render annually to the Education Office a detailed statement of all receipts and expenditure. It is difficult to see in what department of control they can exercise any arbitrary power whatever. Through its advisory functions the Education Office seems anxious to relieve them of all responsibility for appointments and dismissals where teachers are concerned, while the amount of money they can raise is fixed either by statute, by the ratepayers at their annual meeting, or by other corporate bodies. (C. 206, S. 45).

Powerlessness of Trustee Boards.

One instance in the recent history of Vancouver City schools will serve to show how powerless trustee boards in British Columbia really are. Perhaps, the most representative educational body in the province is the Vancouver City School Board. Its members hold office for two years only and great interest is taken in the annual election for such positions on the Board as may happen to be vacant. It numbers among its members the most prominent business and professional men of a city having within its bounds one-half the entire population of the mainland. It is a body elected by the people and in close and living contact with the people. Acting on advice of its City Superintendent, Mr. W. P. Argue, B. A., this body decided to

relieve the principals of its larger schools from all ordinary class teaching in order that they might devote their entire time to supervising the work of their assistants. For some reason this plan did not altogether please the Education Office. Although the City Superintendent and the City School Board protested vigorously against what they considered unwarranted interference, the Education Office issued its mandate and compelled all principals of schools in Vancouver City to resume ordinary class instruction. Although the Board was thoroughly satisfied with the work of its own Superintendent the Office sent down two of its inspectors to make a special report on Vancouver schools. After considerable friction over these and other matters, Mr. Argue resigned. There is no desire to discuss the pros and cons of this closed incident. The above circumstances are cited merely to show why trustees and city superintendents as well as the rank and file of teachers, have come to regard the Education Office as a species of benevolent despotism.

More will be said about Trustee Boards in the Chapter following on public schools. Separate chapters will be devoted to the teachers, to the inspectors, and to medical inspection of schools. In the final chapter the omissions and short comings of the School Act will receive some further consideration.

CHAPTER IV.

THE PUBLIC ELEMENTARY SCHOOLS OF BRITISH COLUMBIA

As already stated, the population of British Columbia is less than 400,000 souls, scattered over an area of about 360,000 square miles. Yet it is doubtful, if even in the most wealthy and populous centers, there can be found anywhere in the civilized world the same number of people equally well supplied with the facilities for elementary, secondary, and higher education, or equally zealous in taking advantage of their opportunities. Mention will be made in subsequent chapters of the facilities provided for secondary and higher education. These will compare favourably with those possessed by any similar commonwealth, but the glory of British Columbia is its admirable system of public elementary schools giving a high grade of elementary education, and reaching the children of the pioneer, the miner, and the prospector in the most distant parts of the province. Wherever in the province ten children of school age can be found within a radius of five miles there will be found a wonderfully well equipped school house and usually a very efficient and enthusiastic teacher—in many cases an honour graduate of some university—for the charm of mountain life has drawn high grade teachers from the older provinces and from every corner of the British Empire.

For administrative purposes the School Act has provided the following:

- (a) City School Districts.
- (b) Rural Municipality School Districts.
- (c) Rural School Districts.
- (d) Assisted Schools.

If repetition may sometimes be pardoned it might be said that in all of the above, local control, so far as appointment and dismissal of teachers is concerned, is in the hands of boards of trustees elected by the residents of the district.

The Assisted School

The assisted school is one of the distinctive features of education in the province. It is doubtful if such adequate provision has been made in any other country for the education of children in poor and remote districts. The Council of Public Instruction is empowered to grant such financial aid as it may think proper in aid of the establishment and carrying on of a school in any part of the province not being a school district and having not less than ten or more than nineteen children between the ages of six and sixteen resident therein, upon the application of a majority of the residents therein. (School Act, section 6, f). The powers so conferred have been liberally interpreted and freely exercised. In fact, schools have been established in any and every part of the province where the need for the same has been called to the attention of the Education Office. Sometimes the Department has gone so far as to build, equip, and furnish the school. In the case of all assisted schools it pays the salary of the teacher or teachers out of the Provincial Treasury. When application for the establishment of an assisted school is made to the Education Office an inspector is usually detailed to visit the locality and the amount of aid forthcoming for building and equipment depends on the nature of his report. In some cases he finds the applicants able and willing to build a school house—in other cases liberal aid is necessary. In all cases the Education Office supplies certain standard equipment in

the shape of maps, globes, etc. According to the 1915-1916 School Report of the Superintendent of Education there were 308 schools of this kind in the province.

As the country tributary to an assisted school grows in wealth and population it may, on the report of the public school inspector, be organized into a rural school district with less aid from the Provincial Treasury and larger responsibilities.

The conditions necessary for the establishment of a rural school district are that there shall be at least twenty children between the ages of six and sixteen resident within the district and enough assessable property to provide for the school expenditure. (School Act, section 6, a). In schools of this kind the salary of the teacher or teachers is fixed by a board of trustees elected by the ratepayers at their annual meeting—one retiring each year. The limitations on the amount of their expenditure have been already explained. (See chapter iii).

Provincial Aid to Rural School Districts.

The Education Department gives a grant of \$480.00 per annum payable in monthly instalments for each and every teacher employed in a rural school district. In addition to this it contributes dollar for dollar with the trustees till a maximum of \$580.00 is paid by the Department. Thus, if a teacher's salary were \$680.00 per annum, \$580.00 of this amount would be paid out of the Provincial Treasury, and \$100.00 by the trustees. Any additional salary above \$680.00 is contributed by the trustees alone. It may be added that the amounts voted by the ratepayers at their annual meeting are collected by the provincial tax-gatherers and paid over to the trustees by the Provincial Treasurer. (C. 206, S. 20).

According to the 1915-1916 School Report there were 171 rural school districts in the province. The total enrolment in rural and assisted schools was for the year 12,927; boys, 6,676; girls, 6,251.

The assisted and rural schools are to be found in districts outside of city corporations which have not yet been organized into rural municipalities and as far as geographical extent is concerned they represent by far the larger part of the province, but as far as population is concerned, but a small fraction of the whole. Some idea of the grouping of the population may be gathered from the following figures taken from the report referred to above:

Total enrolment in City Schools, 31,523.

Total enrolment in Rural Municipalities, 15,350.

Total enrolment in Rural and Assisted Schools, 12,927.

A cursory glance at these figures will reveal the fact that more than 50 per cent of the school population is urban and that over 75 per cent is contained in the cities and the rural municipalities of the province. Notwithstanding then its vast extent, 75 per cent of its population will be found grouped within the comparatively small area comprised within the limits of the city corporations and the rural municipalities many of which owing to the intensive nature of the farming operations carried on resemble small cities. British Columbia is then distinctly urban and despite its wide area its school problems, to a large extent, resemble those of crowded and congested centers.

Rural Municipality School Districts.

In some respects rural municipalities resemble the townships of the older provinces. They have similar powers of local self-government vested in councillors elected by the ratepayers and presided over by reeves similarly elected. The rural municipality, however, is much smaller than the eastern township. With a lake or river for one boundary and a mountain range for another the amount of agricultural land is sharply limited to small and irregular areas. Owing to the intensive nature of the farming operations, being, for the most part, fruit-growing, dairy-ing, bee-keeping, or market gardening, the holdings are

of small extent and dwelling houses are grouped together somewhat after the fashion of the suburbs of a great city. The close proximity of neighbors renders possible such modern conveniences as water systems, electric light, telephones, and in some cases consolidated schools. Each municipality has its more densely populated center or centers, where stores, blacksmith shop, and churches cluster around the public school. Fortunately the control of the public and high schools of the municipality is vested in a single board of five members. There may be several school centers and schools in a single municipality, but one board of trustees administers them all. The municipalities have had no reason to regret this centralization of control. It has facilitated economy and efficiency of administration and has rendered the problem of consolidation an easy one wherever such was deemed desirable.

Provincial Aid to Rural Municipality School Districts.

As the rural municipality is in a much stronger position financially, the aid to schools established within it is less liberal than to the rural school district. The Department makes an unqualified grant of \$480 per annum for each and every teacher employed in the public or high schools of the municipality. In addition to this it adds fifty cents for every dollar paid on account of the teacher's salary by the trustees till a maximum of \$100.00 is paid in addition to the original \$480.00. Thus in the case of a teacher receiving a salary of \$780.00 per annum the Department pays \$480.00 plus (one-half of \$200.00) making \$580.00 in all and the trustees pay \$200.00. Any salary above \$780.00 is contributed by the trustees alone. (C. 206, S. 19-22)

In the year 1915-1916 there were 191 schools in rural municipalities employing 499 teachers.

City School Districts.

As already pointed out, the city schools are by far the most important division of the elementary schools, repre-

senting, as they do, more than fifty per cent of the entire enrolment.

City schools fall into three classes:

- (a) Cities of the first class where the average daily enrolment is in excess of one thousand pupils. Victoria and Vancouver are in this class.
- (b) Cities of the second class, where the average daily attendance exceeds two hundred and fifty, but does not exceed nine hundred and ninety-nine. Ladysmith, Nanaimo, New Westminster, and Revelstoke are in this class.
- (c) Cities of the third class, where the average daily attendance falls below two hundred and fifty. In this class are included many incorporated hamlets that would scarcely take rank as villages in the older provinces. Any incorporated business center in British Columbia is known as a city. The distinction between village, town, and city is entirely ignored.

Provincial Aid to Cities.

A per capita grant of three hundred and sixty dollars for cities of the first class, four hundred and twenty dollars for cities of the second class, and four hundred and sixty-five dollars for cities of the third class, is paid in quarterly instalment by the Finance Minister out of the public treasury to the trustees of the respective classes of city schools on account of the teachers employed. (C. 206, S. 19).

There are two conditions of obtaining the grants due from the provincial treasury under the School Act. The schools must be conducted in strict accordance with the regulations, and all returns called for by the Act or by the regulations must be duly made. Since the Executive has practically unlimited power in the making of regulations and since the provincial treasury furnishes such a large part of the school expenditure, it will be seen that,

through its regulations and its power to withhold grants, the despotic power of the Department is limited only by its inertia.

Special Aid From the Provincial Treasury.

Section 18 of the Public Schools Act reads as follows:

- (1) "The salaries of teachers shall be provided from the two following sources, namely:
 - (a) The provincial treasury.
 - (b) District assessment.
- (2) "Except in the case of assisted schools all other items of fixed and current expenditure shall be provided for by district or local assessment, and the purchase of school houses and lands and erection of school buildings may be provided for by loan."

This seems inconsistent with section 6, (e) which reads as follows:

"It shall be lawful for the Council of Public Instruction, from time to time, in regularly organized rural school districts not yet provided with a school house or in any rural school districts that may hereafter be formed under the municipality not yet provided with a school house, to defray the cost of erecting a school house or providing a house or room in which the public school of such rural school district or district municipality may be held."

Conflicting as the above clauses are, neither confers on the Education Department any right to make grants in aid of building operations in city schools, and yet large sums have been paid out of the provincial treasury for this purpose. The City of Trail has at the present time school buildings that cost approximately \$70,000, and of this amount the provincial treasury contributed nearly fifty per cent. In fact, there seems to be an unwritten law that in cities of the second and third class the provincial treasury shall contribute about fifty per cent. Since prohibitive legislation has been powerless to prevent expenditure of this kind, the Legislature might try its hand at

some regulation that would ensure that such grants would be wisely spent. All money in its last analysis represents human labour or human skill. Government money represents the product of labour taken by force or stealth from those who could ill spare it, and it is a pity to see it squandered on poor materials and bad workmanship to produce some of the architectural nightmares that masquerade under the name of educational institutions. As the author pens these lines he has in mind two different school buildings erected at a total cost of \$120,000. He has gone over every corner of them with practical builders and his comments above are exceedingly tame beside theirs.

It is only fair to add that there are many well constructed school houses that are a credit alike to architect, builder and community. In fact, such seem to be rule, but to this rule there should be no exception. No cities on the continent have better constructed or better designed school buildings than those of Vancouver and Victoria.

Summary of School Attendance.

For the school year ending June 30, 1916, the total enrolment in all schools and colleges was 64,570. The number of boys was 32,874; of girls 31,696. The average daily attendance was 50,870. The percentage of regular attendance was 78.78. The total number of teachers employed was 2064. Of these 162 were employed in the high schools; 845 in the graded city schools; 499 in the rural municipality schools, and 558 in the rural and assisted schools.

Expenditure on Account of Schools, as Per 1915-16 School Report.

Amount expended by the provincial government:	
For education proper	\$1,452,999.99
Department of Public Works for building of new school houses, repairs, etc.	138,322.44

Grand total contributed by the provincial government for year ending June 30, 1916 \$1,591,322.43
To this may be added the amount raised by the various school boards and by direct taxation for school purposes of all kinds, a total of \$1,625,027.53

This makes the grand total of the cost of education for the year 1915-1916 \$3,216,349.96

It is very questionable if there is any other country in the world where money is so freely spent on education. Placing the population at the extreme limit of 400,000, the grand total above represents \$8.00 for every man, woman and child in the province. Taking the average of one family for every five of population, it represents a total tax of \$40.00 per family. Placing the expenditure in round numbers at \$3,200,000.00 and the total enrolment at 64,000, it represents an expenditure of \$50.00 per annum for every pupil. The cost of school instruction for the year under consideration was \$42,898. \$20.78 for every teacher employed. The education office costs \$22,403.35 or \$10.85 per teacher. Thus to supervise and inspect the work of teachers in British Columbia costs over \$30.00 per teacher.

School Terms and School Hours, School Holidays and General Regulations.

All public, high, and superior schools are conducted according to the following regulations abridged from the School Manual: (Pages 39 and 40).

Hours of teaching from March 1 to October 31:

Morning session opens 9 a. m.

Morning recess, 10:45 to 11 a. m.

Morning session ends 12 m.

Afternoon session opens 1 p. m.

Afternoon recess, 2:30 to 2:40 p. m.

Afternoon session ends 3:30 p. m.

Primary classes may, at the discretion of the school board, be dismissed at 2:30 p. m.

The noon recess may, at the discretion of the board in municipal districts, be extended half an hour. In such cases the afternoon session must be correspondingly lengthened.

From November 1st to February 28th or 29th the above schedule is subject to a few modifications. The morning session is the same except that it does not open till 9:30 a. m. There is no recess in the afternoon session, which closes at 3 p. m.

Holidays.

Every Saturday, Sunday, Good Friday, Easter Monday, Empire Day, (24th May), King's Birthday, Labour Day, Thanksgiving Day, and every holiday proclaimed by the Lieutenant-Governor-in-Council is observed as a school holiday.

Vacations.

There are three vacations in each year:

- (a) The summer vacation, extending from the last Friday in June to the fourth Sunday in August. *
- (b) The winter vacation, covering the two weeks preceding the first Monday in January after New Year's Day.
- (c) The Easter Vacation covering the first four days after Easter Monday.

The following regulations may be of interest:

- (a) No pupil may be detained at recess.
- (b) No pupil may be detained after school hours for a longer period than thirty minutes.

Compulsory Attendance.

Sections 140 and 142 provide for the compulsory attendance of all children between the ages of seven and

* By an official announcement in the British Columbia Gazette of June 13th, 1918, the midsummer holidays have been extended to the Tuesday following the first Monday in September.

fourteen inclusive. Six months' attendance per annum is the minimum required and in the city and district municipalities the school board may by resolution lengthen this to the entire school year.

Proceedings Under the Act.

On being informed that the provisions of the Act are being violated in this particular by any parent, it becomes the duty of the trustees or the Superintendent of Education, or any person appointed by them, for the purpose, to enter proceedings against the party or parties complained of before any police magistrate, and failing a police magistrate, before any other magistrate or justice of the peace.

Penalties Under the Act.

On summary conviction the magistrate may impose a fine of \$5.00 for the first offence and double this penalty for each succeeding offence.

Exemptions.

These are the usual grounds for exemption found in legislation of this character, viz.:

- (a) That the child is being otherwise educated in a manner satisfactory to the magistrate.
- (b) That the child is prevented from attending school by sickness or other unavoidable cause.
- (c) That there is no public school within a radius of three miles of the child's home—the three miles to be measured along some passable highway.
- (d) That he has already advanced in scholarship to a standard equal to or beyond that attainable in the public school.

School Trustees, Mode of Election, Etc.

In the preceding chapter remark has been made on the powers and duties of trustees under the Act. Now that the various classes of school districts have been described it becomes possible to speak of the number of trustees and their mode of election in each kind of school district.

In cities of the first class the school board consists of seven trustees; in cities of the second class and in municipalities it consists of five trustees; in cities of the third class it consists of three trustees. In each of the four cases just enumerated the trustees hold office for two years and are elected in the same manner and at the same time as the aldermen or councillors.

In assisted schools as well as rural school districts there are three trustees, each holding office for three years—one retiring each year. They are elected at the annual school meeting, by ballot if so ordered by the majority of those present.

The Annual School Meeting.

In all school districts not comprised within the limits of an incorporated city or municipal school district the School Act provides for an annual meeting of the ratepayers. The purpose of such meeting is to elect trustees for any vacancy that may occur, to receive the report of the school board for the current year, to receive the report of the auditor, and to decide on the amount of school expenditure for the ensuing year. This meeting is held at 10 a. m. on the second Saturday in July. Nominations close at noon. If a vote by ballot is demanded there is an afternoon session closing at 4 p. m. The board is required to post notices of the meeting in the school house and in two other conspicuous places at least two weeks before the time of the meeting.

There can be no difficulty over the organization and conduct of the meeting for these are outlined in the School Regulations to the minutest detail. An accurate copy of the minutes signed by the chairman and the secretary of the meeting and countersigned by the secretary of the trustee board must be forwarded to the Superintendent of Education immediately after the meeting. Chinese, Japanese, Indians, and Hindoos may not vote at these meetings, but ratepayers and wives of ratepayers enjoy this privilege.

Trustees may be either male or female, the only restriction being that husbands and wives of trustees already elected, are not eligible for nomination.

CHAPTER V.

SECONDARY EDUCATION

THE HIGH SCHOOLS OF BRITISH COLUMBIA

Secondary education has not, as yet, been made the subject of separate legislation or separate general regulation. The problem of secondary education—still an unsolved problem in France and Germany after centuries of earnest grappling with it by leading statesmen, educators, and philosophers—has been disposed of in our province by four short paragraphs in the Public Schools Act:

- (1) Section 6, (p) and (q) gives the Council of Public Instruction power under certain restrictions to establish high and superior schools.
- (2) Section 53 confers on trustee boards the right to impose fees (no restriction as to amount) on high school pupils, provides for their collection by legal process, and allows for exemption in certain cases.
- (3) Section 124 permits any school board having a high school under its management to be known as a Collegiate Institute Board.
- (4) Section 125 empowers a Collegiate Institute Board to enter into affiliation with any recognized university in the Dominion.

The problems of secondary school curricula, standards of examination, length of course, admittedly unsolved problems in all civilized countries, and the subject of

more or less unsatisfactory compromise, have been left to the Executive Council to solve in its spare moments or to the Superintendent of Education when not busy with the multitudinous details of administration heaped upon him by the act.

The act possesses one great merit. It has made the establishment of a high or superior school an exceedingly simple and easy matter. The provision for the establishment of secondary schools is so simple and elastic that any school board that cares to bear a share of the expense of maintaining an extra teacher and providing an extra room can have the advantage of secondary education. Schools not able to maintain an extra teacher for the work are allowed to organize as superior schools and impose the work of teaching the first two years of the high school course on the public school staff. Perhaps, it might be as well to quote from section 6 of the act:

(p) "It shall be lawful for the Council of Public Instruction from time to time to establish a high school in any municipal school district where it may be expedient to do so, wherein the higher branches of education may be taught, and every such school shall be under the control of the local board of school trustees for the municipal school district; provided, however, that no high school shall be established in any municipal school district where there are less than twenty persons duly qualified and available as high school pupils."

(q) "To establish superior schools in district municipality school districts and in regularly organized rural school districts wherein may be taught the subjects peculiar to the senior grade of the public school course and to the junior grade of the high school course; provided, that no superior school shall be established in any school district where there are less than ten persons duly

qualified and available as high school pupils; and, provided further, that not more than two superior schools shall be established in any school district."

The powers so conferred have been liberally exercised—the limitations to a large extent ignored. In practice there is a high school wherever a trustee board has been found willing to pay its share of the teacher's salary, for the same per capita grant is given on account of high as public school teachers. Superior schools have been organized wherever progressive school boards have seen fit to impose the additional work on their teachers. There is no lack of teachers willing to undertake the Herculean task of teaching a four-year high school course to thirty or forty high school pupils, and willing teachers in the superior schools often continue the work, gratuitously, as far as junior matriculation. The impulse toward martyrdom is exceedingly strong among teachers.

Secondary Schools and Attendance.

To quote again the annual report: The total enrollment for the year 1915-16 in the high schools was 4,770; of this number 2,260 were boys and 2,510 girls. The number of teachers employed in high schools was 161; the number of high schools was 41; of superior schools 13.

High School Equipment.

Not the least of the difficulties that the high school teacher has to contend with in the smaller centres is the fact that in many cases no separate building has been provided and that he has to accommodate himself in some classroom not required by the public school.

There is neither legislation, regulation, nor recommendation on the subject of high school equipment and this oversight is a serious handicap to the work of the progressive teacher. The average trustee cannot be expected to evolve out of his inner consciousness the fact that a good library, standard reference books, a well equipped

laboratory, and some gymnasium apparatus are indispensable requisites of secondary education. These things do not produce any appreciable improvement in the percentages of candidates passed from the school. When the writer once pointed out to a very intelligent trustee the indispensable nature of such accessories, in fact the utter futility of attempting secondary education without them, he met the following objection: "Really I can't see it that way, Mr. H.— —. When we had only a little laboratory apparatus our school scored one hundred per cent of passes. Since then the school has had the use of encyclopedias, dictionaries, and increased laboratory facilities and our percentages of passes has fallen down to eighty per cent." Such reasoning on the part of intelligent and prominent men in the community is conclusive. There is nothing more to be said. Even if there were, one would refrain from saying it. The author still wonders what associated train of ideas called into his mind a remarkable book produced by an American writer in which, after describing the public schools of the continent, he uttered "out prayer that an all-wise Providence would look upon and annihilate these "soul-destroying, thought-destroying institutions of the arch-enemy of the race."

Before dropping this subject it must be added that all the more progressive city schools have separate buildings for the use of their high schools and that these are supplied with all necessary accessories for the successful carrying on of their work. Those of Vancouver, Victoria, New Westminster, and Nelson will compare favourably with any on the continent.

The British Columbia teacher has to wrestle with the aggravated form of an evil more or less apparent throughout the educational world and particularly disastrous in the senior classes of the public school and in all classes of the high school. Precocity seems to be the predominating characteristic of the *Zeitgeist*. Not many years ago, at the request of a first year class about to write on

examination, the author conducted a Saturday morning session at the school. The class consisted mostly of girls whose ages ranged from twelve to fifteen. There had been a public ball in the armoury the night before. Supper had been served at 1 a. m. and the merrymakers had dispersed at 3 a. m. Three girls in particular whose ages were respectively 12, 13, and 14 seemed to keep awake with extreme difficulty. Without suspecting the truth the author said to these children:

"You seem to have danced somewhat late last night."

The reply was astounding: "We certainly did, and till three in the morning."

"All three of you?"

"Yes, and a lot of girls from the entrance class."

This tells its own story. Of course these girls were accompanied by their parents but this did not improve matters. The author has been present at some of these society functions and the objectionable feature was not the presence of school girls in their early 'teens, but evident anxiety of ambitious parents to have them win something like a social triumph at the functions. The author overheard the following conversation between a fifty-year-old mother and a bachelor of forty-five:

"Mr. A—, allow me to introduce my daughter, Z—."

"Very pleased to meet you, Miss Z—."

"My daughter, Z—," resumed the mother, "is here for the first time. "Z—," (on the school register as aged 14) is a little strange and shy. She seems afraid of the young men." This was said with a most winsome smile that seemed to be levelled in the direction of the gentleman's grey hair and bald head, but as he was too dense to take the hint the lady continued:

"I suppose you have a partner for every dance, Mr. A—?"

"No, Mrs. —, I have three numbers to arrange yet."

"Then," with an arch smile and a most coaxing tone,

"do, Mr. A——, be good enough to give Z—— a turn on the floor. I would so like her to overcome her bashfulness."

And do conditions of this kind lead to early marriages? The writer knows of one case only where such has been the outcome. Apparently the girls brought up in an atmosphere of male administration rarely or never marry. A plentiful crop of good old-fashioned old maids is the unfailing result where girls in their early 'teens have by kind and indulgent parents been allowed all the privileges and honours usually given to young ladies in their twenties. Perhaps, if the parents would go back to the days of old "fogey" notions and deny admiring escorts the pleasure of their daughters' company until they had reached a seasonable age, the flames of love might be more easily and more permanently kindled.

It had been the intention to discuss the educational rather than the matrimonial aspect of this evil, but probably enough has been said.

CHAPTER VI.

CURRICULA OF THE HIGH AND PUBLIC SCHOOLS

In the matter prescribed for its elementary schools British Columbia has few distinctive features that mark it off from Ontario and from its sister provinces of the Great West. In looking over the list of authorized textbooks one finds that not a few are published by Toronto firms and that some of them are also prescribed in the neighbouring provinces. * A list of the subjects prescribed for the entrance examination may give some idea of the work attempted by the public schools:

British History.	Nature Lessons.
Arithmetic.	Dictation and Spelling.
Geography.	Canadian History.
English Literature.	Reading.
Grammar and Composition	Drawing.
Writing.	

A minimum of thirty-four per cent on each paper with an average of fifty per cent on the entire examination is the standard set for pass.

In addition to the above subjects physical training is

* In a circular letter to teachers the Education Department of British Columbia announces that,— “On May 1st and 2nd, 1918 a committee representing the Education Departments of the four western Canadian provinces met at Calgary, Alberta, for the purpose of considering the question of uniform text-books for the public and high schools of Western Canada. Good progress was made and the committee adjourned to meet again in August when a final decision will be reached regarding this important matter.”

required in every division of public school work. Music, needle-work, and in some cases, subject to the approval of the Department, some of the high school subjects may be included in the course of study.

It is to be feared that the whole tone and tenor of school life is determined by the character of the questions set at the entrance examinations. The nature of the questions set determine the character of the teaching and the standards of the examiners become the standards of the school. Accordingly, one need not be surprised to find a lack of educational perspective resulting in a dull monotonous uniformity that treats every subject and every division of the subject as of equal value, for the Department has not yet learned to grade the subjects according to any scheme of relative cultural value. One hundred marks are assigned to each paper. The evil due to this lack of perspective is apparent on the departmental examination papers. If there is any unimportant matter hidden away in some obscure nook or cranny of an authorized text-book, the examiners have a rare genius for fishing it out of its hiding place and making it conspicuous on the examination paper. An instance in point occurred at the recent high school examinations. Euclid, Book II., is a part of the work prescribed for the intermediate examination. As a foot-note to some of the propositions the algebraical formulae corresponding to the enunciations are given. The author was well aware of the examiners' weakness for the trivial and the unimportant. He had more than once scored a point by teaching the data contained in some obscure foot-note on the last week of the school year, but he was fairly caught this time. It is true that he had called attention to the more obvious of these algebraical formulae but simply as to aid to remember the enunciations of the corresponding propositions. What was his chagrin to find the following question:

"Enunciate and write out the proposition corresponding to the algebraical formulae: $A^2-2AB+B^2$." The re-

lation of this formula to proposition VII. is not obvious at first glance. It is only by a careful scrutiny of formula and particular enunciation that their identity becomes apparent. The vexing thing, however, was that one who knew the examiners' weakness so well had not foreseen that this very question was bound to appear.

Great emphasis appears to be placed on reading and spelling as subjects of examination for entrance to high schools.

One hundred marks are assigned to each subject and in the case of spelling many candidates have been rejected year after year for failure to spell correctly such words as the following, which appeared on the spelling paper of July, 1916:

circuit	especially
minutes	resource
ninety	juvenile
Dardanelles	discomfited
birthright	fearful abyss
exquisitely designed	persistent vigour
plaintiff	convulsions
cathedral	emerged
resuscitate	linoleum
Vosges	contingent
ad valorem	leisurely survey
anonymous	peremptory
maintenance	shovelful
forfeit	unsaleable
harassing	biscuit
capacious stomachs	tacit obedience
perpendicular bulwarks	

The disciplinary value of grammar is, to some extent, lost by placing it on the same paper as composition and so arranging the paper as to make it possible to pass on the latter subject alone, but as there is a tendency in progressive educational circles to discount the cultural value

of formal grammar this is probably a step in the right direction.

It is in the unusually large amount of history prescribed that the public school curriculum finds its most serious defect. Both British and Canadian history are prescribed, a separate paper being assigned to each. The teaching of Canadian history is completed in the public school and British history is not taken up again until the third year of the high school. Teachers are warned that as the subject is practically completed in the public school a high standard will be required on examination. *

As early as 1890 in the first teachers' convention he ever attended, the author listened to some remarks on the teaching of history by a prominent Ontario educationist. Twenty years' experience in reading examination papers and in supervising the work of teaching history in the high school had convinced him, he said, that nothing beyond elementary work in this subject should be attempted by the public schools. Judging by the answers on entrance papers, and by the class work of first year high school pupils, all that was being accomplished by the teaching of history in the public schools was the development of a certain facility in rote memorization. That the pupils did not and could not understand the subject their answers abundantly proved. One of them was:

"The Corn Laws was an act passed in the reign of Elizabeth to enable Henry the Eighth to conquer Napoleon."

Many eminent educators concur with this gentleman. Until he reaches the higher forms of the high school and begins to take some interest in the political organization into which he is born the pupil must find terms as "con-

* By regulations recently issued Canadian history has been added to the subjects of the first year at high school. Again we trace the hand of a progressive Minister.

stitutional rights," "growth of feudalism," "rise and developments of guilds," not only vague but meaningless.

When this elementary fact in the psychology of the subject is ignored and the child is asked to complete the study of the subject at an age when all its peculiar terminology is of necessity as vague to him as the letters of the Greek alphabet the inevitable happens. What cannot be understood is committed, page after page, to memory.

The silver lining in resulting examination evils is hard to find, but there is one department of the public school that is free from their influence. The primary work of the public schools is exceptionally well done. In the general excellence of its teachers, in the character of the work done, in adaptation of educative material and environment to meet the needs of the child, the primary departments of British Columbia schools will rank with the most progressive on the continent. The same is true of intermediate work and would soon become true of senior work were the entrance examination either abolished or remodelled along progressive lines. *

The High School Curriculum.

An excellent feature of the high school curriculum is that every pupil must take Latin the first year and throughout the entire course, unless he enters upon a commercial course, and another language, Greek, or French, or Ger-

* Under date of May 10th, 1918, the Education Department of British Columbia has announced the following changes in the regulations for admission to high schools:

- (1) Pupils in entrance classes in cities of the first and of the second class will be promoted on the recommendation of their respective principals and teachers
- (2) Pupils in cities named above who are not recommended for promotion may try the departmental entrance examination and if successful may be admitted to high school.
- (3) Except in the case of cities of the first and of the second class the regulations in regard to the entrance examination remain unchanged.

man, is obligatory in every year of the course. It is a pity that such zeal for linguistic attainments could not have been better informed. The optimal time for learning a language is between the ages eleven and fourteen—the very time when the pupil is condemned by the system to expend his energies in memorizing historical data. The golden hour for acquiring a language slips by in senseless drudgery. Then when the language instinct begins to atrophy and the historical instinct begins to develop, he is asked to drop the history and take up the languages.

High School Courses.

The subjects studied the first year at high school are follows:

Reading and Orthoepy	English Grammar
Algebra	English Literature
Reading	Drawing
Writing and Spelling	Arithmetic and Spelling
Euclid	Latin
Composition	Greek, or French, or German

The passing of pupils from first to second year standing rests with the high school inspector and the principal of the school. In practise the responsibility for promotion devolves almost wholly upon the principal. The courses in drawing and arithmetic are completed the first year. Only a nominal amount of Euclid—twelve propositions with easy deductions—is prescribed. French or Greek, as well as Latin, is taken the first year and a good beginning is made in these subjects. Some improvement might be made in the English literature prescribed. Scott's "Ivanhoe" appeals to first year students, but here adaptation seems to end. It would be hard to conceive of a book less calculated to meet the needs of first year pupils, than the Fifth Reader. Since the passing of pupils on this detail of the course has been handed over to the teachers they have learned to take the wheat and leave the chaff. A great part of the book is put in parenthesis and the pupils

spared an inconceivable amount of boredom. On the whole, however, the work of the first year may be said to be very suitable. A strong feature of the work is that two languages are required throughout the course and a broad foundation is from the outset laid for higher education. The Education Department is justly proud of the record of ex-pupils of its high schools made in the eastern universities. A large share of the credit for this is due to the Superintendent of Education, Dr. Robinson, who in the face of much opposition and agitation, has maintained the languages in a prominent place on the high school curriculum. * *

Second Year at High School.

Arithmetic and drawing are dropped in the second year, while botany and chemistry are added. At the end of the second year pupils are expected to pass the junior grade examination of the Education Department. * *

The subjects of examination are as follows:

English Grammar	Reading
Algebra	Geometry
English Literature	Latin
Composition	Botany
Physics and Chemistry	Greek, or French, or German, or Physiology

* Apparently the new Minister of Education has yielded to the popular clamor for an easier course, for, under date of May 29th, 1918, the following announcement has been made by the Education Office:

"Hereafter preliminary pupils will be allowed to substitute elementary science for one foreign language."

** Under date of April 26th, 1918, high school teachers of the province have been notified:

"That the Education Department has decided to confine the examination on the work of the junior grade to students who wish to secure non-professional standing for teachers' certificates of the third class. All other second-year students will be exempt from examination. Their fitness for promotion should be determined by their principals and teachers."

As it has no place in the work of the first year, where at least two languages must be studied, the physiology option is rarely taken. The junior grade certificate entitles the holder to enter normal school as a candidate for a third class teacher's certificate.

Third Year at High School.

Having passed the junior grade examination, two courses are open to regular high school students. They may either matriculate into the British Columbia University or prepare for the intermediate examination of the Education Department. Standing on junior matriculation and the intermediate examination are, by mutual arrangement between University and Department, interchangeable. * The subjects of examination for the intermediate examination are as follows:

Physical Geography	British History
Latin	Algebra
English Literature	Greek, or French, or German
Grecian History	Reading
Composition	Geometry
Chemistry	

Intermediate certificates entitle the holders to enter normal schools as candidates for second class certificates.

Senior Grade or Fourth Year at High School.

The senior grade examination of the Education Department covers the following subjects:

Physical Geography	Reading
Latin	Physical Science
Roman History	Composition
Geometry	Greek, or French, or German
Trigonometry	Algebra
English Literature	

* The author has been informed that arrangements are under way for merging junior matriculation into the British Columbia University and the intermediate grade examination of the Department into one examination. The examination will probably be conducted by the department on curricula outlined by the University.

The senior grade certificate entitles the holder to enter normal school as a candidate for a first class certificate.

Fifth Year at High School.

Some ambitious schools prepare for the academic examination of the Education Department. The subjects of examination are as follows:

English Literature, Latin, Greek, or French, or German, education.

The academic certificate entitles the holder to teach in any position in either high or public school. Attendance at normal school is not required of holders of this certificate. (1916).

All subjects on all above examinations are valued uniformly at one hundred marks each. The standard for pass is a minimum of thirty-four per cent on each subject and an average of fifty per cent on the total.

One feature of the high school curriculum that might be a subject of considerable discussion is the persistence of reading as a subject of examination on all but the final course. The wisdom of making this subject a matter of percentage marking has been called in question of late. The wisdom of making it a subject of marking for four successive years and giving it equal rank in the fourth year with such subjects as trigonometry may, indeed, be doubted. The like persistence of composition throughout the course, while arithmetic is neglected after the first year, is another topic that should be given serious consideration. *

* Under date of May 29th, 1918, the Education Department has announced the following changes in the course of study for high schools:

- (1) The formal study of English grammar, at present taken up by first and second high school pupils, will be discontinued.
- (2) Canadian history and civics have been added to the list of subjects for first year pupils. These two changes (1) and (2) apply to all

Commercial Course for High Schools.

Some of the larger centers, as Vancouver, Victoria, New Westminster, and Revelstoke, have availed themselves of the regulation permitting them to establish three year commercial courses in connection with their high schools. The subjects by years are as follows:

First Year Commercial Course.

Reading	Algebra
Shorthand	English Grammar
Arithmetic	Penmanship
Typewriting	Orthoepy
Book-keeping	Composition

Second Year Commercial Course.

Reading and Orthoepy	Algebra
English Grammar	Typewriting
Arithmetic	Spelling
Business Law	Composition
Penmanship	Book-keeping
English Literature.	Stenography

Third Year Commercial Course.

Penmanship	Statute Law
Arithmetic	Business Correspondence
Accounting	Business Law
Business Correspondence	Elementary Civics
Typewriting	Shorthand
English Literature	

Examinations in the subjects as scheduled above are conducted by the Education Department at the end of the second and the third year and successful candidates are awarded certificates.

first year pupils, including, commercial, agricultural, and technical.

- (3) In junior and intermediate grades the text-book in Euclid will be replaced by Hall and Stevens' Geometry.
- (4) Hereafter preliminary pupils will be allowed to substitute elementary science for one foreign language.

CHAPTER VII.

PROFESSIONAL TRAINING OF TEACHERS NORMAL SCHOOLS

The Training of Teachers.

Prior to 1901 British Columbia had neither normal nor model schools and was practically without professional training of any kind for its teachers. In addition to non-professional standing nothing more was necessary to obtain a life certificate than to pass on the education paper set annually by the Department. As this paper might be set by examiners innocent themselves of professional training, and as it consisted of school law and educational platitudes about half and half, its educational value was doubtful. Although two normal schools have since been established, it was possible until 1916 for graduates of any university in the British Empire and for those passing the academic examination of the Department or possessing equivalent (second year) university standing to obtain certificates valid for life and without professional training by simply passing on this annual educational curiosity, consisting of equal proportions of school law and school agenda. British Columbia has among its more prominent educational officials some who have given no other proof of their knowledge of what is admittedly the most difficult and complicated among all the arts and sciences—the Science and Art of Education—than their ability to pass on such a paper as is here appended.

EDUCATION, 1916.**Time 2 Hours.**

1. What would be your action in the following cases? How would you justify this action by the school law?
 - (a) Trustees desire you to give a holiday on Friday, teaching Saturday.
 - (b) Trustees request your resignation at the end of April.
 - (c) A parent desires you not to teach his child history.
 - (d) A parent will not send an excuse for his child's absence.
 - (e) A pupil refuses to obey instructions.
2. What are the requirements for compulsory attendance? Under what circumstances may pupils be excused from attendance?
3. What is the number of trustees and what are the qualifications required of trustees in each of the four classes of schools?
4. Outline your plan of teaching a reading lesson to a backward third reader class. What plans would you adopt in treating the literature of a complete poem such as "The Lady of the Lake?"
5. What is the place of oral teaching? Discuss its advantages and disadvantages.
6. Upon what psychological principles does attention depend?
7. "The school is only one of the forces that form character." Discuss this statement. Show why the school is especially influential in this respect.

The Normal School course is a full academic year and, if rejection of candidates is any criterion, a high standard of excellence is required for pass. But it is useless to put an impassable stone wall on one side of the educational field in order to ensure that all new recruits shall pass into the fold through the gate of professional training if

the other side of the field has no fence at all. The untrained wolves will mingle with the trained sheep and if the official inspector belongs to the former class he may be a source of annoyance.

The ease by which the certificates were obtained brought annually to British Columbia a large number of university graduates, some of whom had been rejected at normal schools elsewhere, and some anxious to escape the expense and loss of time involved in a normal school course, discerned a method of attaining ambitions in the education paper of British Columbia. These entered into competition on equal terms with others of the highest professional training, and on graduating obtained the academic certificate were eligible for appointment to any educational position in the province. The evil of untrained teachers still persisted and was only modified by the work of the normal schools.

One who has never had experience with the work of untrained teachers can scarcely realize the number of incongruous and stupid things from which he has been delivered by professional training. In order to justify this statement I shall relate my experience as principal (and entire staff) of a certain high school in British Columbia. The retiring principal, a man intensely interested in his pupils, met me at the depot on entering the city and asked the privilege of discussing the school with me. One thing he did wish me to understand. I might find in the class a slight disposition toward memorization and an indisposition to reason out any matter that could be disposed of by formula. But—and this point seemed to be uppermost in his mind—he did not wish responsibility for this state of affairs to be placed at his door. One of his predecessors, he said, had a system of notes accompanied by a system of monthly examinations and reports. This man had reduced teaching, if not to an exact science, at least to a precise and unvarying system of copying notes neatly and exactly, of reproducing them, word for word, and comma for comma, on the monthly and yearly exami-

nations, and finally of forgetting them with all convenient speed as soon as school days were over. The retiring teacher declared that he had laboured earnestly for a year to cure the disease of rote memorization with its consequent inability to think, and that he had reason to believe that his pupils were well on the way to recovery. He had accomplished much, but the blighting effects of such teaching cannot be wholly eradicated either in time or eternity.

I shall never forget my first attempt to interest this class in chemistry. The evolution of carbon-dioxide and experiments therewith failed to arouse attention. Through it all the well-behaved and willing pupils seemed to regard me with a puzzled expression. In spite of slow, careful procedure I failed to teach them anything about carbon-dioxide. In despair I appealed to the class. "I wish you would tell me," I said, "if there is anything more I can do for you. I have tried every device known for teaching this subject, and yet you do not understand me. What is the reason?" I was surprised to see the faces of the whole class instantly brighten. Every eye turned imperatively in the direction of the boy who, by tacit consent, had become the recognized spokesman of the class. He rose to the occasion. "Mr. H——," he said, with something in his voice like pity for my pedagogical ignorance, "if you will be good enough to write on the board just what you wish us to learn we'll do our best to learn it." The situation had its humorous as well as its tragic side and for the moment the latter appealed to me. "Thank you," I said, "I shall do as you suggest and examine you on this matter next Monday morning." Then I wrote on the board a carefully tabulated account of the manufacture of carbon-dioxide, including a diagram of the apparatus used. On Monday morning when I wrote on the board the following mandate: "Describe in your own words the laboratory manufacture of carbon-dioxide with diagram of apparatus used," I was not altogether surprised to find every syllable, every punctuation mark, every curve of the drawing, in my own

note returned to me. Had a kodak artist produced photographic copies of my note on the blackboard the result could scarcely have been more accurate. On Tuesday morning I returned to the attack with some oral questions and some apparatus which I requested them to manipulate in the production of carbon-dioxide and the class still failed to register progress. I persevered, but it was some time before I could get this class to realize that carbon-dioxide was a gas with certain definite properties and capable of definite re-actions that were unchanging realities, and that had a real existence independent of memorized or forgotten notes on a school blackboard. Carbon-dioxide was to these pupils, at the outset, simply an auditory sound or a visual image on whose presentation accompanied by a suitable mandate other auditory sounds in the shape of oral recitation or other visual images in the shape of a written reproduction were to be produced. The name carbon-dioxide was simply the keynote and when this was given the pupils would sing or write the whole melody. In time a different conception began to dawn on these pupils and they did magnificent work for me, but traces of the old evil remained to the last, as the following incident will show.

The notes to which my predecessor had referred appeared from time in all the written work of the pupils. One sentence in particular never failed to appear when a question was asked about Julius Caesar's invasion of Britain. I was invariably told that "On this occasion Caesar sent his famous message, 'Veni, vidi, vici,'" to the Roman senate. It was in vain that I repeatedly pointed out that Caesar did send such a message, but not on this occasion. It was an incorporated part of the memorized note and it was bound to appear in connection with Caesar's invasion of Britain. Five years after this teacher had severed his connection with the school a pupil preparing for the senior (first non-professional) examination informed me that on this occasion (54 B. C.) Caesar had

sent his famous message, etc. I had read it so often in the written work of the pupils that I had almost come to believe it myself, but I procured a text-book on Roman history and showed the pupil in question an account of the occasion on which Caesar actually did send this message. "I knew that was wrong," said the pupil, "but I memorized it from my history notes that way. I did intend to leave that out about the message, but I have written it so often that I suppose my hands traced the words when I wasn't on my guard." I was not surprised at this. If I were concluding an account of Caesar's military operations in Britain I should have to be on my guard to prevent ending with, "On this occasion Caesar sent his famous message." I have read it so often that my hand would naturally trace the words.

Another illustration of untrained teachers may be interesting. Some years ago a gentleman in an address on the teaching of drawing advised the teachers to teach the definition of a square before having the child attempt to draw it. "Have him memorize the definition: A square is a four-sided figure which has all its sides equal and all its angles right angles. Then, with this knowledge as a basis, see that he draws a real square, having all its sides equal and all its angles right angles, thus teaching him to correlate theory with practice."

I was too horrified to smile. As the child supposed to memorize Euclidean definitions and Giotto-like produce perfect geometrical figures by the sweep of his baby fingers, was only six years old, I expected the heavens to fall at this vile defiance of all the recognized principles of child psychology. But nothing happened except that the gentleman on my right was seized with a violent spasm of hand-clapping as he audibly murmured, "What an excellent idea." "But," I ventured to protest in his ear, "is this method of procedure quite in harmony with child-nature?" As he instantly sat bolt upright and appeared to strain every nerve in order to catch any word I might whisper,

I added, "Is it good procedure to teach properties of surfaces and solids by memorizing definitions. Is there not a psychological error in teaching definitions before the properties have been learned by observation?" Here I paused. For a moment he seemed to wrestle as with some profound problem. Then with concentrated scorn and contempt in his voice, he hissed back in my listening ear, "Go to —— with your psychology."

The first normal school was opened at Vancouver in 1901. A local inspector, Mr. William Burns, B. A., was named principal. Pressure of attendance led to the opening of a second normal school at Victoria. Again the appointment went to a local inspector, Mr. D. L. McLaurin, B. A. Something is undoubtedly gained by having men thoroughly conversant with educational conditions in the province at the head of such institutions.

NORMAL SCHOOLS.

Courses of Study, Diplomas, Terms, (Abridged from the School Manual).

To obtain a life diploma two courses must be taken:

- (a) The preliminary course.
- (b) The advanced course.

The Preliminary Course.

There are two sessions at either of which this course may be taken:

- (a) The summer session, from the end of August to the end of the fall term.
- (b) The winter session covering the first eighteen weeks after New Year's.

Third class certificates valid for three years are awarded to candidates who complete this course in a manner satisfactory to the faculty, and who also possess the necessary non-professional qualification—at least a junior certificate or its equivalent. Third class teachers are not eligible to receive appointments as principals of graded schools.

Advanced Course.

This course may be taken during either the winter or the summer session.

Diplomas.

Diplomas are issued to candidates who satisfactorily complete either of the above courses, but the preliminary course must be completed before the advanced course is taken.

Teachers' Certificates.

Teachers' certificates valid for life are granted by the Education Department on presentation of the following:

- (a) Normal school diploma, advanced course.
- (b) Non-professional certificate satisfactory to the Department.
- (c) Certificate of good moral character.
- (f) Fee of \$5.00.

The grade of certificate depends on the character of the non-professional certificate presented. This matter will be dealt with more fully in the chapter devoted to Teachers and Teachers' Certificates.

Courses of Study.

There is nothing unusual or striking in the courses of study. They cover the subjects usually taken up in institutions of this character. There are the usual criticism and observation of methods, practise teaching, psychology, history of education, etc. There are the usual regulations about punctuality, approved boarding houses, etc. The clause requiring regular attendance at divine service has been overlooked in the regulations.

Prescribed Text-Books.

Other than school text-books the prescribed text-books of a professional character are but four:

Landon's Principles and Practices of Teaching.

Bagley's Class Management.

History of Education—any standard work.

Psychology—any standard work.

Expenses at Normal.

Here, as usual where finances are concerned, the Department has been liberal. There are no fees and traveling expenses are paid. To quote from the School Manual:

"Traveling expenses of students at the Normal school calculated at the rate of five cents per mile to and from the institution will be paid to them by the Superintendent of Education at the completion of the session on the certificate of attendance and mileage signed by the principal."

ATTENDANCE AT NORMAL SCHOOLS.

(As per Reports of Principals).

The summer session, autumn of 1915, had at Vancouver Normal a total enrolment of 306. At its close 238 preliminary and 37 advanced diplomas were awarded. At the winter session the total enrolment was 278 and at its close 209 advanced diplomas and 45 preliminary diplomas were granted.

Attendance at Victoria Normal.

Total enrolment summer session	147
Preliminary certificates awarded at close of session	103
Advanced diplomas awarded	21
Total enrolment, winter session	114
Preliminary diplomas awarded at close of session	23
Advanced diplomas awarded	83

Supply of Teachers.

From the above figures it will be seen that 350 permanent certificates were issued by the Department through its normal schools. If teachers averaged but six years of actual service this would be sufficient to ensure a permanent supply for all the schools. But there are other sources of supply. Many graduates from outside provinces and from the British Isles are attracted annually by the high salaries. From this it is apparent that a few years will bring congestion. In 1915 supply and demand appeared to be in equilibrium. In 1916 supply was slightly

in excess, and in 1917 very much so. Congestion is likely to become more and more acute as the years go by. * The cause of the change from a scarcity to a plethora of teachers is to be found in the general business depression that has affected the interior from 1909 to the present and that began to make itself felt in the coast cities about the year 1913.

Parents with daughters, to provide for, finding few other suitable avenues open to them, saw in the high schools and normal schools of the province a solution of the difficulty. In many of the interior towns that have experienced business depression for a decade, teaching provides practically the one avenue open to a girl and the anxiety of parents to provide this means of earning a living accounts in a measure for the large number of high and superior schools that one finds scattered over the province. What girls are to do when the profession becomes so crowded that this avenue is practically closed, will be a serious problem for parents to solve. There was a time when women of marriageable age readily found suitable mates in British Columbia. That day is past. Our cities are as full as eastern cities of charming and attractive young women, but eligible men of marriageable age are at as great a premium here as elsewhere. Another illustration of the saying that the west transforms itself into the east while you wait.

* At present (June, 1918) an acute shortage of teachers in the neighboring province of Alberta has relieved the growing congestion in British Columbia. Although many of our teachers have been attracted to Alberta, the supply of teachers in British Columbia still appears to be quite equal to the demand.

CHAPTER VIII.

TEACHERS AND TEACHERS' CERTIFICATES

In the 1915-1916 School Report, the Superintendent of Education gives a classified list of teachers employed, from which the following is taken:

Total number of teachers employed	2,064
Males	523
Females	1,541
Number holding academic certificates	408
Number holding first class certificates	529
Number holding second class certificates	624
Number holding third class certificates	370
Number holding temporary certificates	47
Number holding special certificates as art, domestic science, manual training, etc.	86

The 2,064 teachers who constituted the teaching force of the province in the year mentioned were probably the most cosmopolitan group that could be found in any occupation. A large percentage of the female element is British Columbian, but among the male teachers are representatives from every province in the Dominion and from every corner of the British Isles. Because of the high wages paid in other occupations, and possibly, because through a lack of organization the teaching profession fails to command respect in a province where every species of labour has its union, the boys and young men of British Columbia seem to look askance at teaching as a profession. It is a brave boy who announces to his school mates his determination to become a teacher.

The other day the author overheard one boy tell another that his mother wished him to become a teacher like his uncle. The scorn and pity of the other boy was something not easily forgotten. "She wants you to be a teacher, eh. Your mother would like to see you work for less than Chinaman's wages. Why look here, kid, I'll bet there isn't one of those teachers outside of Miss — and Mr. — that gets more than \$70.00 a month."

The boy was slightly mistaken about the salaries. They were a little more liberal than he supposed, but his remarks shows one reason why there are so few natives of British Columbia among the 523 male teachers employed in the schools.

Among the male teachers natives of the British Isles seem to predominate. * For the most part these immigrant teachers are men of experience and high scholastic attainments and bring with them all the strong points and idiosyncrasies of their nationality. The excellencies of the English teacher are too well known to need elucidating here. The fact that they bring to a young and somewhat crude colony the highest culture obtainable has endowed them with a little too much of the missionary spirit and has, perhaps, blinded them to the supreme necessity of adapting themselves to the country rather than moulding the country after the pattern of the great and noble land

* Very few unmarried male teachers of military age, who are fit for service, are to be found in the schools of British Columbia. At the first call to arms practically all male teachers from the British Isles, who were eligible for service, responded to the call of their country. Their ranks were swelled by many teachers of Canadian birth. Their heroism has been demonstrated on many a well-fought field. Some have made the supreme sacrifice. The list of teachers who have died and of those who still fight for freedom and all that the world holds dear, is a long and honourable one. In the great world struggle the male teachers of British Columbia have nobly done their part.

they have left behind. That land will always be enshrined in the hearts of colonists whose proudest boast will always be that they are bound to it by ties of kindred blood—but its manners, its peculiar accent, its deference to birth, are things that, try as he may, the young barbarian of the mountain cannot acquire, and the cultured Englishman should realize this and cease to be amused with him for failure to do that which the colonial has come to look upon as impossible and undesirable.

Mingled with this predominating British element there are immigrant teachers from every province of the Dominion, perhaps from every larger British colony. At a convention held at Vernon in 1911 addresses were given, one on the school system of New Zealand by a native of the colony then teaching in British Columbia, and another on public education in England by an Englishman teaching in one of our high schools. The discussion that followed promised to bring out comparisons with every school system in Canada and the British Empire, when it was brought to a close by a motion to adjourn.

Strangely enough, and in spite of our close proximity, and the large American element in our population, there are few native Americans, male or female, among our teachers except such as have passed through our schools. The influence of American educators on our schools is negligible. This may be due, in part, to the fact that American life certificates and American university standing have no value whatever in securing standing, professional or non-professional, from the Education Department.

Confusion of ideals is worse than confusion of tongues and in the last chapter something will be said about the necessity of procuring harmony by compelling all outside candidates for educational recognition to take a brief course at one of our Normal schools in order to familiarize themselves with the workings of our system and the ideals of its educational leaders.

Teachers' Certificates.

The various teachers' certificates issued by the Education Department are as follows:

1. Academic Certificate, valid for life. This empowers the holder to teach or fill any position in any high or public school in the province.
2. First Class Certificate, valid for life; empowers the holder to teach or fill any position in any public (not high) school.
3. Second Class Certificate, valid for life; entitles the holder to teach or fill any position in any public school.
4. Third Class Certificate, valid for three years, entitles the holder to teach for three years in any public school, but not to be principal of a graded school.
5. Temporary Certificate, valid until the next examination of teachers, entitles the holder to teach temporarily in any public school.
6. Art Certificates entitle the holders to fill any position as teacher or supervisor of art in any public or high school.
7. Domestic Science Certificate entitles the holder to teach this subject in any public or high school.
8. Manual Training Teacher's Certificate entitles the holder to teach this subject in any high or public school.

How Certificates Are Obtained.

Graduates of any university in the British Empire are granted Academic Certificates on presentation of the following to the Board of Examiners:

- (a) Certificate of graduation from some approved normal school.
- (b) Certificate of graduation or diploma from university.
- (c) Certificate of good moral character.
- (d) Fee of \$5.00.

In the case of university graduates who are not also graduates of an approved normal school, a pass on the Education paper annually set by the Dominion was until 1916 accepted in lieu of (a).

This is the only provision by which teachers from outside provinces and countries can obtain a license to teach in the province. It will be seen that, except in the case of teachers of special subjects, this privilege is limited to graduates of universities within the British Empire. Apart from this provision, teachers' certificates of any grade from other provinces are valuable only as testimonials.

Candidates for teachers' certificates who are not university graduates are required to possess the following:

- (a) Some certificates of non-professional standing recognized by the Department.
- (b) Certification of graduation from some approved normal school.
- (c) Certificate of good moral character.
- (d) Fee of \$5.00.

The non-professional standing recognized by the Department is limited to the following:

- (1) For a Third Class Certificate--The Junior Grade Certificate granted to successful candidates at the second year examinations held annually at all high schools in the province or the special non-professional Third Class Certificates issued by the Department. The examination for this certificate is a modification of that required for the Junior Grade Certificate. Languages are not compulsory.
- (2) For a Second Class Certificate:
 - (a) The Intermediate Certificate granted to successful candidates on the third year high school examinations.

(b) Junior Matriculation into any approved university. This is valid only in case of bona fide students of a British Columbia high school.

(3) For a First Class Certificate:

(a) The Senior Grade Certificate granted to students who pass the fourth year examinations held in connection with the high schools.

(b) In the case of a bona fide student of a high school or one who has been a bona fide student of a British Columbia high school, first year standing in any university in affiliation with a British Columbia high school, or first year standing in the University of British Columbia.

(4) For Academic Certificates:

(a) Graduation in arts from any university in the British Empire.

(b) Second year university standing in the case of one who has been a bona fide student of a British Columbia high school.

In (a) and (b) above full professional certificates valid for life were up to 1916 granted to those who paid the necessary fee, \$5.00, produced the necessary certificate of moral character, and passed on the Education paper annually set by the Department. (c) Full Academic Certificates valid for life were up to 1916 awarded to candidates who passed the academic examination annually set by the Department. This included the paper on Education.

Special Certificates.

Under this head may be included:

Art Teachers' Certificates.

Domestic Science Teachers' Certificates, and

Manual Training Teachers' Certificates.

The qualifications for these are somewhat vaguely defined (pages 62 and 63 School Manual). Prominent among them are:

- (a) The usual fee of \$5.00.
- (b) Certificate of moral character.
- (c) Evidence of satisfactory training, etc.

In practice these certificates are granted when the Department is satisfied that the applicant has the necessary knowledge, training, or skill.

Temporary Certificates.

A temporary certificate may be granted on the application of a Board of School Trustees who certify that they are unable to obtain a duly qualified teacher. They accordingly ask that a Temporary Certificate be granted the person named in the application whom they are willing to engage as teacher. (School Act, section 129). In practice, this matter is usually arranged by the Public School Inspector, who brings the trustees and the prospective teacher together, and who makes the necessary representation to the Superintendent of Education, the official responsible for carrying out the provisions of the Act.

Salaries of Teachers.

At first sight British Columbia teachers, as compared with those in other provinces, appear to be exceptionally well paid. In addition to apparently liberal remuneration there are, to the casual observer, many advantages connected with teaching in British Columbia, and more than one veteran teacher, as he compared conditions in the mountain province with those existing in his own, has remarked that the teacher of the far west enjoys an enviable and happy lot. When, however, all the conditions are fully understood, and all the necessary deductions made, it is doubtful if, to the young man or woman bent on an educational career, the older provinces do not offer a better field of labour.

Before attempting to give some idea of the salaries paid, it might be well to explain that all salaries are paid

monthly—in many cases on the first day of the month; in the majority of cases before the fifteenth. They are paid for twelve months, no deductions being made for holidays. *

From the 1915-1916 Annual School Report we gather the following information:

Salaries paid every one of the 2,064 teachers employed are given. Those paid high school principals range from \$100.00 to \$225.00 per month, and to assistants from \$75.00 to \$185.00 per month. The average salary paid principals in the larger centers will be about \$200.00; elsewhere about \$150.00. Some superior schools, however, impose practically all the work of the high school, the senior classes of the public school, and the supervision of the public school, on their principal at a salary of \$100.00 per month. The reward for Herculean labour of this kind is neither gratitude nor promotion. In less than five years the public is sure to demand another victim, and the larger center scorns to get its educational leader from its smaller despised neighbour.

The salary of high school assistants is very variable in all centers. One is surprised to find salaries as low as \$90.00 per month in cities of the first class.

For principals of public schools the salaries run from \$75.00 to \$187.00 per month, while for assistants the salaries run from \$60.00 to \$125.00 per month. There are few salaries under \$60.00 per month. The lowest figure found in Table C is \$53.80 per month. From a cursory glance at Table C one would say that \$75.00 appears to be the most common figure, but higher figures up to \$90.00 are more common than those under \$75.00. For principals of schools

* This applies to all salaries mentioned in this volume. But under date of June 17th, 1918, the Education Department announces that in future the salary will be computed on a yearly basis and will be paid in ten equal monthly instalments—the first to be paid at the end of September, and the last at the end of June.

of three or more divisions the prevailing salary appears to be \$100 000 to \$150.000 per month. A few exceed this figure.

It is to be regretted that often there is no relation between the salary and the scholastic attainments or professional skill of the teacher. A high percentage of passes on examinations, and a reputation for discipline, are at present, the only recognized passports to appointment to the more coveted positions. In the field of high school endeavour the hardest worked teachers are certainly the most poorly paid. The author knows of three cases where enthusiastic teachers, by virtue of iron constitutions, taught all the four grades of high school work to as many as thirty or forty pupils and for several successive years passed an average of over seventy-five per cent of their candidates. Such Herculean labour, however, did not win promotion to better paid positions. As applicants for such they were invariably rejected, not because of lack of either scholarship or teaching power, but because the patrician center scorned to get its educational leader from a plebian hamlet.

The pathos of unrewarded zeal, of Herculean effort whose one reward is ruined health, of unrecognized ability that shatters itself against the crime of nepotism, in other words, the pathos of human folly and stupidity, are to be traced in educational systems as elsewhere. One case will be outlined. Names are for obvious reasons omitted.

About twelve years ago a man in middle life accepted a position as principal of a one-teacher high school. Under his fostering care the school grew till in a few years this man was teaching over thirty pupils in every grade of high school work. This teacher, an unmarried man, gave up his life wholly to the school and spent his last dollar in mural decorations, books for the library, and a school garden that became to him a most expensive hobby. Many a Saturday and many an evening after school hours did he labour on this and in beautifying the school grounds. Outside the school and his pupils he had but one interest

in life, a passion for plant collection and classification. During fifteen years he amassed an immense store of information about the plants of British Columbia. In time the school reached a point where an assistant became necessary. The golden prime of this man's life passed for him as it does for us all, and long familiarity makes trifling faults obvious. The old horse and the old dog are mercifully shot, but the faithful teacher who had given his all to the school was ignominiously discharged. Some trifling laxity in discipline was given as the excuse.

Teachers' Institutes.

In British Columbia these are not as usual representative gatherings of the teachers, where the Education Department, the course of study, the examination, etc., come in for a volume of free criticism, and where resolutions of all kinds on all subjects are passed for presentation to a responsible minister, who has assured the teachers that all such resolutions will receive his earnest consideration. They resemble rather the "Children's Hour," which in well regulated homes the juveniles, subject to good behaviour, are allowed to spend with their parents who control and direct the conversation. Control is an easy and natural thing once a suitable nomination committee has been secured. Once this has been named its recommendations for the various offices and committees are automatically adopted by the convention which, as a rule, is only too pleased to have the Department or its inspector think for it. Any member who grows critical is either ruled out of order or told to refer the matter to the resolution committee. From the standpoint of the Department this committee is always well chosen and can be depended on to properly ignore any unwise or too progressive resolution. Finally the report of this committee is disposed of at a time when the proceedings are drawing to a close and many of the teachers are seeking the railway depot. They are hurriedly read and passed. The

Teachers' Institutes are as docile and as well managed as parliaments were in the reign of Henry the Eighth. Control of this kind seems to have been contemplated by the legislators. Section 8 (e) of the School Act reads:

"It shall be the duty of the Superintendent of Education, under the regulations framed by the Council of Public Instruction, to organize a teachers' institute or institutes."

The Regulations (article 11, page 44, School Manual) provide for three important Teachers' Institutes:

- (a) The Provincial Teachers' Institute held annually on the three days immediately following Easter Monday. It is held at the coast in the even numbered years, and in the upper country in the odd numbered years.
- (b) The Coast Teachers' Institute is held biennially at the coast on the two days immediately following Easter Monday, and in the odd numbered years.
- (c) Yale-Kootenay Teachers' Institute is held biennially in the upper country during the two days immediately following Easter Monday in the even numbered years.

Expenses of Teachers Attending.

When the Provincial Teachers' Institute meets at the coast, transportation charges (single ticket) are paid by the Department to all teachers who attend this institute from points west of Lytton. When it is held in the upper country single fare charges are paid from all points east of Lytton.

CHAPTER IX.

SCHOOL INSPECTION AND SCHOOL INSPECTORS

The public and high schools are, under the direction of the Superintendent of Education, subject to systematic and regular inspection. (Section 9, a, b, and c, School Act). In practice each room or division of a graded school and each non-graded school is visited twice a year by the official inspector, who usually spends half a day in the room, during which he examines the order, discipline, methods of teaching, etc., and reports on these and the general progress of the school. It is his duty to discuss with teachers all matters that may promote their efficiency, and the character and usefulness of the school. Furthermore, it is his duty to furnish teachers and trustees with such information as they may require regarding the Public School Act and the performance of their respective duties. In addition to the work of inspecting schools the inspector must render aid and direction to new school districts in the process of formation. He is often detailed to visit a locality petitioning for the establishment of a school district, or an assisted school, and the fate of the petition depends almost wholly on his report. It is his duty to encourage the establishment of schools where none exist by holding public meetings in the localities. He has power to appoint trustees in all cases where the ratepayers have neglected to do so at their annual meeting. (Clause 9, Public Schools Act).

With all his wide powers he may at any time be reduced to the position of a clerk at the Education Office, for section (h) of the above mentioned clause reads:

"When not otherwise employed, it shall be this duty to render assistance in the Education Office when required by the Superintendent of Education."

During the midsummer holidays, when the whole teaching fraternity is enjoying holidays, the Superintendent of Education and his corps of inspectors are busy reading examination papers and examining and classifying reports from the various schools in the province. In fact, the labours of inspectors have been reduced to such a routine character that they have little freedom of administrative action left. An educational expert is far too valuable a man in the schools and in contact with teachers and pupils to be wasted on routine work that can be performed equally well by any ordinary clerk. If they work faithfully throughout the school year these officials, like the pupils and teachers, should have the midsummer vacation. Unless some leisure time is at their disposal for the purpose of study their scholarship and professional skill will fall from them like torn and outworn garments and we cannot complain if they make a few mistakes unwittingly.

The inspectors are frequently moved from district to district. Little is gained and much lost by this frequent change from place to place. The man who can be shifted from one place to another at the pleasure of a superintendent or on the complaint of an influential politician, cannot command the same respect as one who becomes the recognized leader in a given district and who cannot be removed or deposed without definite cause proved before a competent judicial tribunal.

Number of Inspectors—Their Qualifications.

Thirteen public school inspectors and one high school inspector figure in the Annual School Report of 1915-1916. In addition to these there are two municipal inspectors of schools and two organizers and supervisors. Of the fourteen high and public school inspectors employed by the

Department seven are university graduates. The remaining seven are listed in the Annual Report as holders of First Class Teachers' Certificates.

One great defect of the Public Schools Act is that while it prescribes the qualifications of trustees, voters, and teachers, no qualifications whatever are named for the most important and difficult office of all to fill—that of public school inspector. The Department might possibly hesitate to appoint an illiterate man to the position, but there is nothing in the act to prevent such being done.

More will be said in the concluding chapter about the necessity of legislation defining the minimum qualification for this important office, and of providing some means by which a once qualified and useful inspector could be insured against fossilization. At present it will suffice to say that a great step in advance will be made when the minimum qualifications are defined and the office made competitive.

Perhaps before giving his own impressions of their work, the author should let the inspectors speak for themselves. There was a time when the Department published the inspector's report on the work of each individual teacher in the Annual School Report. Many of the reports were of so adverse a nature that they not only made the position held by the teacher untenable, but their publication militated against him in applying for another. Nearly every teacher who had taught in the province for five years had become the subject of some adverse criticism in the Annual School Report. In considering his application, the trustees invariably looked up his record and rejected him because of some fault advertised in the Annual School Reports. The result was that, between Mrs. Grundy and the Department, the experienced teacher was read out of the profession in less than five years and that desirable positions went either to the inexperienced or to outsiders, whose shortcomings had not, as yet, been made the subject of official advertisement. The evil continued

for years. It seems incredible that a Department, imbued with a spirit of sympathy and helpfulness for its teachers, fell into such an error. The spirit of official inspection has undergone no radical change. The published reports, though discontinued, faithfully portray the character and tone of school inspection as it exists in British Columbia. We shall select at random five specimens from the 1905-1906 Annual School Report:

- (1) M____ B____, inspected March 21st, 1906; enrolment, 23; present, 8. Low attendance due to sickness in district. Neat schoolroom and attractive grounds; shade trees and small garden. Fair results shown in some subjects. Language and primary work generally to be improved; more time to be set apart for the oral part of the course.
- (2) C____, inspected March 28, 1906; enrolled, 50; present, 30. Two of the senior pupils do fair work in arithmetic. Outside of this the school is in very poor shape. Order, discipline, and control are all very weak. The character of the teaching is very mechanical.
- (3) D____, Division 1, inspected December 5th, 1905, and March, 1906. Average attendance, 40.5. There is too much careless work among entrance pupils. Those in the high school subjects do careful, intelligent work.
- (4) L____, inspected November 3rd, 1905; enrolled, 30; present, 18. This is an important school situated in a flourishing and prosperous community, but the results for the past few years have been very disappointing.
- (5) R____, P____, inspected March 28th, 1906. Pupils present, 22. There is too little real teaching. The standing of the school is low and the tone poor.

One might continue until every published report had been quoted, but the same general characteristics would be found in them all. The inspectors certainly cannot be charged with leniency or low standards. The faults of the teacher in discipline and method are the subject of pitiless review and a high standard of excellence is demanded of him. One fears that the critical and official aspects of the work are too much in evidence. The essential thing in inspection is kindly and sympathetic supervision. This involves a power to inspire the teachers with a love for their profession and a desire to do their best. Men of undoubted scholarship, wide experience, and broad sympathy are essential to such a task.

CHAPTER X.

EXAMINATIONS AND EXAMINATION RESULTS

The author craves the indulgence of the reader and the forgiveness of the Educational Department for the adverse criticism that this chapter will contain. He has received nothing but kindness from the various officials of the Department with whom it has been his good fortune to come in contact, and he has no desire to indulge in hostile criticism. For the gentlemen of the Education Department he has the profoundest respect. He believes them to be capable, honest administrators who are anxious to do their duty, and to develop the expanding school system of the province along progressive lines. In the examination system of the province, which he feels in duty bound to criticise adversely, he believes their conduct has at all times been beyond reproach, even when their judgment has been most at fault. "Homer Nods." "There are spots on the sun." The examinations are to be regarded as the weak points in a very strong system. The emphasis placed upon examination results as criterions of school efficiency must be counted among the few questionable acts of a very capable administration.

Early impressions are the most permanent and, perhaps, the author's early experience was such as to disqualify him for appreciating the system, that seems so strongly entrenched, of judging schools and teachers by examination results.

The thing that was impressed on him at Model School, Normal School, and Normal College was that he must consider the interests of the school as a whole, that he must concentrate attention on the dull and backward pupils—and that the worst pedagogical error into which he could possibly fall was to concentrate attention on the bright

ones, and weed out the dull and backward ones in order to achieve spectacular "results." In the early years of his experience results of such a nature might win public applause, but they invariably led to searching examination of the junior classes, and of methods, on the part of the official inspector who wished to assure himself that such results were not achieved at the expense of sound method or of the interests of the junior classes of the school. With this view forcibly impressed on him by the training institutes and the first inspectors under whom he served, the author hopes to be pardoned if, in mature life, he finds himself unable to view this matter from the standpoint of the Department.

The examinations conducted annually by the Department during the week preceding the last Friday in June are as follows:

- (1) The High School Entrance Examination.
- (2) The Junior Examination of the High School (second year).
- (3) The Intermediate Examination of the High School (third year).
- (4) The Senior Examination of the High School (fourth year).
- (5) The Senior Academic Examination of the High School.
- (6) Examinations for Commercial Diplomas. *

* As indicated by foot-note elsewhere, there have been some changes in regard to examinations since the above was written. By regulations recently issued, pupils in the entrance classes of cities of the first and of the second class are promoted on the recommendation of their respective principals. The entrance examinations, however, are conducted as heretofore in all other centers, and in cities of the first and of the second class pupils not recommended for promotion may write on the examination and if successful be admitted to high school. In high schools second year pupils may be promoted by their teachers, but second year pupils desiring to attend normal must pass the junior grade examination as heretofore.

Promotion from class to class in the various grades of the public school is left in the hands of the teachers, subject to the supervision of the inspector.

Principals of high schools and the high school inspector are jointly responsible for promotion from the first to the second year class of the high school.

In justice to the Department, and before making any adverse criticism, the author feels bound to state that the examination papers are generally fair. Unfair questions and those outside the work sometimes appear, but the worst paper the author has ever seen was eighty per cent fair. At times he has had reason to think the marking of the examiners severe, and sometimes a trifle erratic, but looking back over fifteen years' experience he has found the marking on the whole fair and just. On every occasion when he judged it necessary to complain of unfair questions he has received courteous replies from the Superintendent, assuring him that due allowance would be made in marking the papers. There is every reason to believe that the answer papers of candidates are carefully judged by gentlemen who are anxious to be fair and just to all concerned.

The author wishes that this was all that need be said, but it has seemed to him, ever since he crossed the Rockies, that the Department with its whole corps of inspectors was blindly leading the whole force of teachers with their juvenile charges into the educational error which his early training had taught him to shun.

Board of Examiners.

The Public School Act (Section 5, e), makes provision for a Board of Examiners for teachers' certificates. After making it the duty of the Council of Public Instruction to appoint a Board of Examiners (qualifications not stated), consisting of the Superintendent of Education and at least two other persons who are to constitute a

Board of Examiners; after naming four classes of certificates; after stating that university graduation and university standing may, under certain conditions, be accepted in lieu of examination (sections 134 to 139), the legislators have made a hurried but complete abdication of their powers.

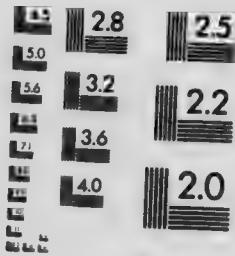
With practically no limitations or duties imposed upon it by statute, the Board of Examiners presided over by the Superintendent of Education, has absolute and despotic sway in the preparation of examination papers, in the conduct of the examinations, in valuation of the candidates' answer papers, and in the standards set for pass. There is no regulation or statute protecting the interests of the public and high school teachers by giving them representation on the Board of Examiners. The most absolute secrecy surrounds the preparation of examination papers. The names of their authors are not given, nor is there any assurance that they are supervised by a competent central committee. Finally, there is no provision by which teacher or pupil may claim to have the papers re-read in any case whatever. The Board is despotic and from its decisions there is no appeal.

Having proceeded from the setting of the examination papers to the passing or "plucking" of candidates, without any limitation on its despotic sway, the grand "finale" of the Board is a grading of professional reputations throughout the province. The "results" are given out in finely tabulated percentages. The number of candidates, the number passed, the percentages of passes are given in great flaring headlines in the leading dailies. Then follows a list of all the high and public schools in the province, followed by two columns giving the number sent up for examination and the number passed. Sometimes the high and public school reports are published on different occasions. In all cases the number sent up, the number passed for the various examinations, and the name of the school are given. This year (1917) these re-



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3.2



3.6



4.0



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1.4



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ports have been embellished by photographs of the star actors in the educational drama. This thing smacks slightly of "movie" fame.

These flaring headlines with their attendant percentages are a death blow to many a reputation built up by years of incessant toil, the "coup de grace" to many an enthusiastic teacher laboring under adverse conditions. One might be excused for wishing that such things had been buried long ago with the great educational backsliding known as "payment by results," mentioned in "Balfour's Educational Systems of Great Britain and Ireland." If this is backsliding, we in British Columbia must be very near the bottom of the slide, for we have been moving in this direction with accelerated pace for years. Teachers in applying for responsible positions are very careful to call attention to any high percentages of passes they have scored on recent examinations.

If neglect of weak and dull pupils; if a system of weeding out the unlikely ones; if a system of holding back the brighter ones for two or three years until danger of failure was reduced to a minimum; if religious oversight of all educational data not likely to appear on examination papers; if these were the only evils the situation would have been bad enough. Unwittingly, the Department had left the "gates ajar" for fraud upon itself.

In order to make this contingency clear, the author will relate exactly what occurred when, at the request of the Education Department, he acted as presiding examiner, first on the entrance examination, and afterwards on the annual high school examination. In June, 1905, he acted as presiding examiner at one of the entrance examination centers. A bundle of papers was sent him per express from Victoria containing examination papers and instructions for conducting the examination. This package arrived some days before the examination. As he was anxious to see the instructions, he opened the package at once, read the instructions, and arranged the pa-

pers which were loosely bound in sets by metal clips, in the order in which he should require them on examination. As he was meeting the principal of the public school and his pupils every day, and as he was determined that no information should escape through him, he carefully avoided reading a single line of the papers beyond the headings, and this was necessary in order to arrange them. Of course, it was known that he was to preside at the examination and he was asked every day by the pupils and by interested parents, "Have the papers arrived yet? Are they hard?" It must be said that the principal himself never once mentioned the matter, but the chairman of the board had informed him that they were "dubious" about this principal and that if he did not pass seven of his class they would "fire" him. This principal was working under difficulties and unjust conditions. The point is that for some days before the examination the author could have been in possession of the information that would have saved him and could very innocently have advised him to have his pupils look up certain data. Had he been dishonest or possessed of the very human desire to help a colleague who was being unfairly treated, he might have dropped some very useful hints. As it was he was too honest to be human. The man failed to pass seven and was "fired" within twenty-four hours of the appearance of the examination report.

Entrance examinations were conducted for years along the same lines. In many cases the presiding examiner was the first assistant at the public school who, in this capacity, if so disposed, could be a very valuable assistant indeed.

In July, 1911, the high school principals in the Okanagan valley were asked to exchange schools for the first week in July and act as presiding examiners. The author left home Saturday morning and at 12 M. was in possession of all the examination papers which were at the express office addressed to him. These papers were in

sets loosely bound by metal paper clips. There was telephone service throughout the Okanagan and he could easily have called upon any one of his pupils on the telephone, which was in his room at the hotel, when all the examination papers were spread out on the table and on the floor of the room as a preliminary to arranging them in the order he should require to give them out. Had he been dishonest what might he not have accomplished in the way of percentage passes on the examination? The Department that permits teachers to repeat at the opening of school "and lead us not into temptation," should do something practical along that line itself.

The remedy is exceedingly simple. The examination papers should be sent out in sealed envelopes and a regulation should be adopted subjecting the teacher to suspension or cancellation of certificate who opened the envelope except in the presence of candidates at the time set for the examination. *

Under the old system there were scores of persons all through the province who a week in advance of the examination were in a position to know the nature of the questions asked and these persons were in daily communication with pupils and teachers deeply interested. Under such conditions fraud was just possible.

Examinations a Recognized Educational Problem.

Examinations have come to be regarded by the more thoughtful and progressive educators as of doubtful utility. Some have advocated their entire abolition and even their warmest advocates admit that they are fraught with grave dangers. It is admittedly one of the unsolved problems of modern pedagogy, either to provide a substitute for them

* As this chapter is being printed (June, 1918) examination papers sent out in sealed envelopes, as suggested above, are being opened only in the examination room, at the time set for the examination and in the presence of candidates. This is certainly a vast improvement on methods in vogue for years. Is this change due to a progressive Minister of Education?

or to counteract the evils incident to their operation. In the hands of the unskilled teachers and thoughtless school authorities they work untold harm. Those aware of their defects and anxious to offset their evil tendencies are conscious of lingering evils. Everywhere there seems to be a movement toward their partial elimination, at least, and a disposition to attach less and less importance to their results, either as criterions of scholarship on the part of the pupils or of teaching power on the part of the teacher.

While this is undoubtedly the trend in the outside educational world the tendency in our province is distinctly retrograde. Examination results are the fetish of the system. They are in many cases the only means by which trustees judge the work of their teachers. The teacher who by fair means or foul can score eighty to one hundred per cent of successful passes becomes a despot whom even the Department is bound to respect. There is no scrutiny of methods, age of pupils, or power to mould character. More than once the writer has heard, "He is the best teacher we ever had." "No other ever passed such a high percentage of candidates." He has heard this encomium passed on a teacher that he knew to be lacking in scholarship and innocent of pedagogy and to achieve the desired results by a vicious system of rote memorization and intellectual drudgery. Teachers, too, learn to judge their own work and that of others by this false standard. Consequently, there is less effort on the part of the teachers to advance in professional knowledge and skill than one might expect. One hears little beyond the Rockies of the problems that are stirring the great educational world outside. There is little professional reading, little effort to attain distinction through scholarship, little effort to command public respect by the development of a strong, dignified personality, or to win over the pupils by sympathetic insight into child nature. These things do not produce examination results and why should a teacher think of them at all.

This is the negative side of the evil, but it has also its strong positive side. Teaching for examination results has the following marked evils:

(1) It leads to the elimination by every art known to the teacher of the backward and weak pupils—the very ones that should have been helped.

(2) It leads to the elimination from class teaching of all data, no matter how vital and interesting, that does not have a direct value as preparation for examination. The number of marks that may possibly be obtained as an equivalent for any knowledge determines its prominence in the work of the school room. Apart from examination value, data has no interest whatever.

(3) It places a premium on memorization, the one method best calculated to produce results.

(4) It centers attention on the product of the mind, the written page, produced by the pupil, rather than the mind of the pupil itself. The dead examination paper commands more attention than the living child.

(5) It leads to a system of holding back pupils until their pass is a foregone conclusion. The result is seen in the advanced age at which pupils sometimes enter high school, being on the average between the ages of fourteen and fifteen and quite frequently as late as seventeen or eighteen. This statement is based on nine years' experience in high school work in the province. Owing to this mistaken estimate of school efficiency, pupils sometimes enter high school at an age when under a better system they would enter university.

There are teachers of strong personality in both high and public schools who have refused to teach for examination results alone, and who have fearlessly lent a helping hand to the weak and backward pupil, while they have refused to drive out the dull one or hold back the bright one. These teachers are determined to quit the profession forever before they will stoop to such practices. Idealism,

however, will get little inspiration from such criticism as appears in the report of a former inspector of schools. On page 41 of the Forty-third Annual School Report the following paragraph occurs:

"The percentage of successful candidates in July, 1914, was 78.95, the highest, I believe, in the history of the province. * * *

"After close observation it must be generally conceded that a poor pass list does not indicate mental deficiency of the student, but marked inefficiency of the teacher. The ability of a student will, it is true, largely determine his rank among the successful candidates, but under a capable teacher the students who are unable to make thirty-four per cent in each subject will be comparatively few. At the last examination fifteen of the thirty-four regularly organized high schools fell below the average the year before also. It behooves them to avoid a repetition of this failure. The poor work of fifteen delinquent schools at the past examination, whose teachers aggregated about thirty, was almost entirely attributable to ten incompetent teachers. To one who is acquainted with the work of all the teachers and the results produced by each, the voluble explanations offered for these poor results are palpably invalid."

There are contributing causes to failure on examination other than the mental deficiency of the pupils or the incompetence of the teacher. These include the following, which any experienced teacher will recognize as possible contingencies of schoolwork:

(1) Class may be bright and interested, but may be required to do much work at home and attend irregularly. This is frequently the case in farming communities.

(2) Class may be in poor shape and should spend another year on the work, but parents are generally poor and it is very important that they get through as soon as possible. Teacher forgets that his reputation depends on

percentages of passes, and says that he and class will make the attempt anyway.

(3) Epidemic of sickness may interfere with regularity.

(4) Owing to irregularity of attendance, due to much moving from place to place, the pupils may be advanced in age but have very poor foundation on which to build the superstructure of higher education.

(5) Unfair examination papers.

(6) Unfair or erratic examiners, etc., etc.

There are many other causes that might be named in this connection, but our point will not be disputed by any person of teaching experience—that there are contributing causes to failure on examinations other than the mental deficiency of the pupils or the incompetence of the teacher. Not the least evil of examinations is the development of such misleading criterions of school efficiency as are revealed in the excerpt quoted.

CHAPTER XI.

FREE TEXT-BOOKS---NIGHT SCHOOLS--- SCHOOL LIBRARIES

Free Text Books.

British Columbia has a few things to show for its liberal expenditure on education. One of these is its system of free text-books by which pupils in every grade of its public schools are supplied with the necessary text books and ordinary school requisites absolutely free of cost. In addition to this text-books are loaned to pupils of the night schools and about half of the books required for the first year at high school are supplied by the department. In the case of pupils of high and public schools, the books are given outright, but care is taken to see that giving is not duplicated. This service is rendered to the schools of the province by the Free Text-Book Branch, entirely free of cost to pupils or school board. At the close of each term the principal of each school fills out a printed requisition, furnished by the Department, stating in tabulated form his requirements for the ensuing term. This, when signed by the principal and the secretary of the board, is usually honored by the Free Text Book Office that ships the books, charges paid, to the nearest railway station. It is rarely, and then only for good reasons, that requisitions are cut down. Mr. David Wilson, B. A., the officer in charge, has developed an admirable system of book-keeping by which loss of books through duplication or carelessness is reduced to a minimum. This officer has published in the Annual School report an exhaustive account of the workings of this department from which we cull the following facts:

The total expenditure of the Department for 1915-1916, including cost of books, freight, drayage, salaries of staff, etc., was \$53,458.11. The retail value of the books furnished the pupils was \$73,418.37.

The profit to the province on the year's transaction was, therefore, \$19,960.26.

In addition to the text-books required for class room use, the Department has furnished to teachers and the school libraries many helpful and inspiring books, among them an illustrated "Child's Story of the War."

In conclusion, this is one of the most efficient and best managed branches of the Department. The officer in charge, Mr. David Wilson, B. A., an old teacher and veteran inspector, has had charge of the branch since its inception. He has made a thorough study of and appears to have solved all the knotty problems connected with its operation. Educational authorities seeking information on the subject of free text-books can gain much by an investigation of the system which Mr. Wilson has evolved in British Columbia.

Night Schools.

Night schools may be established under the provisions of the Public Schools Act (Sections 127 to 129) where there are twenty or more persons fourteen years of age and upwards available as pupils. Teachers employed in night schools must hold the regular teachers' certificates of qualification. The entire cost of providing a suitable room, fire, light, etc., is borne by the trustees. A part of the teachers' salaries, never more than four-fifths, is paid by the Department. No person is eligible to attend night school who can attend the regular sessions of the public school. Night schools cannot be established without the consent of the Council of Public Instruction, and in no case where they will interfere either directly or indirectly with the efficiency of the public school.

The Department employs a supervisor, Mr. John Kyle, to organize and supervise the work of night schools throughout the province. This gentleman is possessed of great energy and has pleaded the cause of night schools with the trustees of every school district where they could possibly be of service. He has succeeded in establishing

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them even in places where the local authorities were indifferent. Notwithstanding an effort to preserve an optimistic tone, one traces a slight note of disappointment in his published report:

"Night schools have been established in three cities of the first class and three cities of the second class and in five rural municipalities, thus making a total of eleven centers, in all.

"The subjects that constitute an ordinary English education were, in most cases, well taught. Many of the instructors are now quite experienced and able to enter into the spirit of the work which is undertaken at night schools. It has generally been found that the average attendance quickly shows how far the course of study suits the conditions. In many instances these averages were eminently satisfactory." (59th Annual Report, page 72.)

But another paragraph in the same report reads:

"It is to be regretted that the classes in Ladysmith, Cumberland, Fernie, and other mining towns (taking other plural, 5 out of 11 centers) were so poorly attended. The reason for this may be found in a lack of active co-operation between school and school principals."

Again the report says:

"Night schools were held in the following cities and municipalities:

Victoria, 1132 students with 28 courses.

Vancouver South, 390 students, with 8 courses.

New Westminster, 317 students with 11 courses.

Nanaimo, 245 students with 9 courses.

Michel, 83 students with 5 courses.

Coal Creek, 45 students with 2 courses.

Cumberland, 42 students with 3 courses.

Ladysmith, 24 students with 1 course.

Minto, 20 students with 1 course.

Wellington South, 17 students with 1 course."

An interesting sidelight on the above is the report of Mr. J. S. Gordon, B. A., chief inspector of schools for the City of Vancouver, in which he says of the night schools in that city:

"The attendance in our night schools for the first three months of the session was good, and the enrollment of 2,200 was the largest in the history of the city. For the last three months of the session the attendance in many cases was disappointing. This was particularly true of classes in which no fee had been charged, and makes one naturally ask if better results might not be obtained if the doors to the night classes were not left so wide open. There is undoubtedly a great waste of time, for both teacher and students when attendance is irregular." (P. 49, Report 1915-1916.)

The author, who has had experience with night schools, having on three different occasions organized them at the earnest request of older members of the community, ventures to suggest that the disappointing results referred to above are inherent in the constitution of human nature and in the psychology of learning, and that they will be inseparable from the operation of night schools until both human nature and the act of learning are fundamentally changed.

School Libraries.

The cause of school libraries was for many years eloquently championed by Mr. David Wilson, B. A., then inspector of schools. This gentleman frequently addressed conventions on libraries calling attention to their great educational value. As the result of his efforts to arouse interest in the matter, many schools made a move in the direction of establishing a good library and provision was made in the School Act for giving aid to school libraries from the provincial treasury. The amount of aid that can be obtained in this way amounts to one-half the sum ex-

pended by the board till a maximum of \$150 is reached. The method of procedure for obtaining aid is as follows:

- (a) A list of the books proposed for purchase is submitted to the Superintendent of Education for his approval. This list must contain the names of the books, their publishers, and price.
- (b) When the approved list has been returned the books are purchased by the trustees.
- (c) The invoices of the books are then submitted to the Superintendent of Education, with a certificate signed by the secretary, that the books invoiced have been purchased for the school library.
- (d) A cheque is then made out by the Superintendent for the amount of aid due under the Act.

The regulations expressly state that no book hostile to the Christian religion or of an immoral or sectarian character shall be permitted in the school library.

As officer in charge of the Free Text-Book Department, Mr. Wilson has done much to help the library movement in the schools by insisting on a proper book case for the free text-books and from time to time distributing gratuitously among the schools books of high educational value, among others an illustrated "Child's Story of the War."

CHAPTER XII.

EDUCATIONAL ACCESSORIES

Physical Training---Military Drill---Manual Training---Domestic Science

Physical Culture.

The Education Department of British Columbia has accepted the conditions of the Strathcona Trust for the encouragement of physical training in the public and high schools. Special classes were provided to enable teachers to qualify in the summer holidays of 1910, 1911, and 1912. Transportation expenses were allowed teachers attending and a small allowance per diem was added. The result was that practically all the teachers of British Columbia, male and female, qualified as physical instructors. According to the regulations physical training, according to the syllabus laid down in the prescribed Strathcona Trust text-book, is compulsory.

The School Manual reads:

"Qualified teachers must give instruction in this subject to their classes daily." (Page 65.)

The local executive of the Strathcona Trust tries to encourage efficiency in this branch of instruction by giving, annually, prizes aggregating \$63.00 to the public schools. These prizes are awarded on the report of the inspector—two-thirds of the prize money going to the teacher and one-third going to the school, the portion awarded the school to be used in buying some book, picture, or piece of apparatus.

Military Drill—Cadet Corps.

At the same time that teachers were asked to qualify for physical drill, courses in military drill were provided by the Militia Department of Canada for such teachers as cared to avail themselves of the courses. A very large percentage of the male teachers qualified as instructors of cadet corps, and the result has been seen in the organization of cadet corps in connection with many of the schools. At the close of 1915-1916 there were forty-nine cadet corps inspected by the O. and I. of Cadets Corps in British Columbia. The marks ran all the way from 96 to 58. The total number of cadets inspected was 2250. The Department has published a roll of honour containing the names of former members of cadet corps now serving with the Canadian Expeditionary Forces at the front. It contains several hundred names. (Pages 81 to 90, 49th Annual Report.)

Manual Training and Domestic Science.

To quote again from the report of the organizer, Mr. Kyle:

"Manual training and domestic science have been carried on during the year 1915-16 in the following nine cities:

Armstrong, Chilliwack, Nanaimo, New Westminster, North Vancouver, Kelowna, Vancouver and Victoria, and in the following eight rural municipalities: Burnaby, Delta, Esquimalt, Mission, Oak Bay, Richmond, Saanich and South Vancouver. In these places there were the following:

Forty-nine manual training courses.

Forty instructors of manual training.

Five thousand nine hundred seven students from elementary schools.

Nine hundred ninety-two students from high schools.

Thirty-nine domestic science centers.

Twenty-nine instructors in domestic science.

Three thousand sixty-seven students from elementary schools.

One thousand four hundred six students from high schools.

In addition to the above the organizer reports that manual training and domestic science equipments are being installed in Chilliwack Rural Municipality, Maple Ridge Rural Municipality, Point Grey Rural Municipality, Vernon, Penticton, and Prince Rupert, and that, after being discontinued for some time, instruction is being resumed in the City of Nelson.

The organizer reports that manual training and domestic science continues to be well taught in the majority of cases and that considerable advancement is being made in the province in this direction.

Those who are familiar with the partial failure of these subjects to popularize themselves elsewhere will readily concede that Mr. Kyle is meeting with extraordinary success in introducing them in the mountain province. The devotee of these studies will feel Mr. Kyle's report inspiring if he has just read Mr. Seath's report on industrial education, where, in speaking of the effort to introduce these subjects in Ontario, he says:

"After ten years' time household science is taken up in only 21 of our 279 urban municipalities and in one of our townships—by no means a satisfactory showing, especially in view of the liberal grants offered by the Department of Education."

And again:

"After ten years' time, notwithstanding the liberal grants offered by the Department, manual training is taken up in only 26 of our 279 urban municipalities and in one township.

Manifestly, in the case of both household science and manual training, steps must be taken to secure their more general introduction."

Mr. Kyle's greater success is due to his personal persistency, and to the less conservative disposition of the western people making them less reluctant to try innovations, and to a feeling among school boards that the Department would be slightly antagonized if they failed to fall in with the plans of its official representatives, and that this antagonism might take the form of rigid economy the next time they asked for a \$10,000 or \$20,000 grant for building purposes. Neither the Department nor the organizer has, to our knowledge, hinted at this contingency in the remotest way, but there is a feeling among trustee boards that contemplate asking liberal grants—that the Department must be humoured and its slightest wish respected.

However, the optimistic tone of Mr. Kyle's report is encouraging. The trend throughout the whole educational world is in the direction of more practical elementary education, to be followed when completed by vocational training. Although we are cut off by magnificent distances from the outside world, it is reassuring to find that we are fully abreast of its latest and most progressive movements.

CHAPTER XIII.

ELEMENTARY AGRICULTURE

What possible use can a province aptly described as "a sea of mountains" have for elementary agriculture on its school curriculum? Except in the northeast corner of the province, British Columbia is a veritable sea of mountain peaks and one often hears old timers declare that ours is a mining country or nothing at all. Yet between the mountain ranges, flanking their sides, in the river valleys, on the sea coast, and on the Pacific islands, are many fine stretches of agricultural and grazing land that, when cultivated, produce in abundance all the grains, fruits, and vines of the eastern provinces of the Dominion. Among a people prone to stake their all on the output of the mines there is a small but growing minority who are beginning to rely on the surer products of the soil. Irrespective of nationality, creed, or occupation, British Columbia is a nation of gardeners. The man who does not garden is an exception. As far as the author's personal observation has gone in mining camp, city, and rural hamlet, practically every householder has a garden in which he takes more than ordinary interest. He is an expert gardener and his garden yields him a wealth of palatable vegetables, luscious fruit, and fragrant flowers. There is no doubt of the untold wealth of the mines of British Columbia, but while these will develop on a colossal scale as the years go by, it is evident that the hearts of British Columbia youths are turning toward open air life and their affections are being centered on the treasures of the soil. At least four out of every five boys in the public or high schools will inform those making inquiry that they intend to be farmers.

Such being the case one need not be surprised to find a director of agricultural education in the province and to learn that elementary agriculture and school gardening bid fair to win a permanent place in the schools of the province.

Elementary Agriculture.

British Columbia had always more or less of an agricultural outlook in the emphasis placed on nature lessons and in the keen interest taken by many teachers and school boards in school grounds. The rapid development of elementary agriculture and school gardening during recent years may, in a measure, be due to the funds made available by the Federal grant of \$10,000,000 in 1913 for agricultural education in the provinces.

In the spring of 1914 the Education Department undertook to encourage school gardening throughout the province. Collections of garden seeds were supplied through the Women's Institutes to schools applying for them.

Nineteen institutes made application for seed collections and seventy-eight collections were distributed.

But work of a more definite kind had already been resolved upon. Before July, 1914, the Department that had been looking for a director of elementary agriculture education for some time, had been fortunate enough to secure the services of Mr. J. W. Gibson in this capacity. This gentleman, eminently qualified for his work by a long course of special training, has met with marked success in his efforts to arouse interest in agricultural education.

A summer course in elementary agriculture and school gardening was given for such teachers as cared to qualify for the work. Railway fare was provided to and from Victoria, and an allowance of \$1.00 per diem added to cover expenses. This school was well attended, one hundred and seventy-one teachers completing the course. This preliminary course was repeated the following year, with an advanced course for graduates of the preceding year. One hundred and eighty-three teachers completed the prelim-

inary course and seventy-seven completed the advanced course in 1915. There are therefore two hundred and seventy-seven teachers holding interim or first year certificates in rural science and seventy-seven who hold the rural science diploma. Lack of funds and necessity for economy on the part of the provincial government prevented the continuation of the summer courses in 1916. They have been renewed this year, but statistics are not at present available (July, 1917). *

Mr. Gibson's report on his work as director of agricultural education covers fifty-four pages of the latest (1915-1916) school report. It is a mine of information on the history and development of school gardening and is an eloquent plea for the development of a form of education more directly related to the life of the pupil. At times Mr. Gibson is eloquent and rises into the realm of pure literature. Omitting the finer passages, some of the more prosy details will be quoted.

Number of schools taking up school gardening (officially reported) for year 1916 was as follows: Cities, 26; Rural Municipalities, 70; Rural and Assisted Schools, 49; total, 145.

Number of teachers and divisions taking part in same: Cities, 62; Rural Municipalities, 140; Rural and Assisted Schools, 53; total, 255. Number of pupils in all grades assisting in work: Cities, 205; Rural Municipalities, 3,548; Rural and Assisted Schools, 964; total, 6,563.

The total amount of money paid out to school boards on account of school garden expenditure in 1915 was \$4,052.11, and to teachers on account of bonus grants, \$1,765. The grants to school boards are based on detailed statements of expenditure made out and duly certified to

* The number taking the preliminary course in agriculture at the summer school in July, 1917, was 42; number taking the advanced course, 28. The summer courses are not being repeated this year (1918). Our Provincial Government realizes the urgent necessity for economy.

by the secretary of the school board. The bonus grants to teachers who conduct school gardens are graded in accordance with the accredited qualifications of the teachers in rural science.

Agricultural Instruction in High Schools.

Regulations have been issued whereby high school students are permitted to take agriculture instead of foreign languages except in the case of candidates for Junior Matriculation and candidates for first class certificates. These may drop one language when taking agriculture, but even here one foreign language is compulsory. The Department insists, however, on having capable men as instructors; such must be experienced teachers and college graduates in agriculture. These men are supposed to study the various agricultural problems of the district in which they work and thus be in a position to solve them. Instructors have already been appointed in Chilliwack City and Municipality, Municipalities of Surrey and Langley, Cities of Armstrong and Vernon, and Municipality of Spallmunceen. The director reports a total of 147 students taking the course in these centers. The work in the high school divides itself into first year, second year, and extension classes. The extension classes are for young men of the district who can arrange to give at least two half days per week to the study of agriculture during the winter months, beginning with the month of November.

CHAPTER XIV.

MEDICAL INSPECTION OF SCHOOLS

By the School Health Act of 1910, the powers and duties of the Provincial Board of Health were extended to include medical inspection of schools. Systematic and regular medical inspection of the health of all pupils and of all persons employed in and around the school buildings, as well as medical inspection of the sanitary conditions of the buildings themselves, was instituted by this act, under the control and direction of the Provincial Board of Health. The act provides that medical health inspectors shall be appointed for all schools:

- (a) In cities, towns, and rural municipalities by the Board of School Trustees which provides facilities for the work. The appointment of the medical health inspector, as well as his dismissal, is subject to confirmation by the Provincial Board of Health.
- (b) In unorganized portions of the province by the Provincial Board of Health, which assigns to each inspector the schools to be inspected and provides him with proper facilities for carrying on his work.

School health officers must be duly qualified medical practitioners, but the Provincial Board of Health may from time to time appoint others to perform such duties as it may deem necessary or expedient.

The powers and duties of the Health Inspector are as follows:

- (1) To make a thorough examination of the general health of all children attending school in his district at least once a year, oftener if required by the Board of Trustees.
- (2) To examine similarly all teachers and janitors.
- (3) To carefully examine all school buildings and their surroundings.
- (4) To report to the Board employing him fully and in detail on the result of the above examinations and to state whether or not he considers that the condition of the health of any child, children, teacher, or janitor (naming them) is such as to endanger the health of the children at such school and shall set forth his recommendation as to the school buildings and school surroundings.
- (5) To have supervision over all physical exercises of pupils attending school and in special cases to modify or prohibit such exercises.
- (6) On demand of the Provincial Board of Health to make special reports on any particular school or the health of the pupils attending the same.
- (7) To make an annual report to the Provincial Board on a printed form supplied by it.

Payment of Health Inspectors.

The amount of remuneration received by the Health Inspector is a matter of mutual arrangement between that official and the corporate body employing him. In the case of appointment by a board of school trustees his remuneration comes out of the general expenses of the school district raised by a tax rate on the assessable property of the district. In the case of appointment by the Provincial Board of Health, his salary comes out of the provincial treasury.

Duties of Trustees Under the Act.

- (1) To cause every child in the public schools under their jurisdiction to be separately and carefully examined and tested at least once in every school year as to conditions of:
 - (a) Sight and hearing.
 - (b) Teeth and throat.
 - (c) Any physical disability or defect likely to hinder his progress in school.
- (2) To cause every child to be examined with a view to discover if any modification of school work is necessary to meet the best results.
- (3) To cause parents to be notified of any physical defect or disability requiring treatment.
- (4) To cause a physical record of each child to be kept on the form supplied by the Provincial Board of Health.
- (5) To cause to be referred to the Medical Health Officer for examination and diagnosis the following cases:
 - (a) A child who returns to school without a proper medical certificate after suffering from or being exposed to a contagious disease.
 - (b) A child who has been absent from sickness where the cause is unknown.
 - (c) A child who shows signs of ill health or symptoms of some contagious disease.

But in case of the appearance of symptoms of contagious or infectious diseases the teacher may at once send the pupil home or engage a conveyance for that purpose, but in case of prompt action of this kind he must notify both the health inspector and the school board immediately.

Further Powers of Provincial Board.

It is the duty of this body to prescribe the regulations governing the tests for sight and hearing, to prepare and furnish forms for test cards, blanks, record books, and other appliances for carrying out the provisions of the Act.

Annual Report.

It is the duty of the secretary of the provincial board to prepare an annual report on the activities of the board under the provisions of the Act and submit the same to the provincial secretary for presentation to the legislature.

Education of Deaf, Dumb and Blind.

While British Columbia has no home institutions for the education of these unfortunates, it still cares for such as are native to the province by sending them to satisfactory institutions abroad. The following item appears in the Annual School Report (1915-1916, ACCC111):

"Education of deaf, blind, and dumb, tuition, maintenance, and care of pupils at Winnipeg, Brantford, Belleville, Montreal, Halifax, and Berkeley, California, \$10,495.08."

CHAPTER X².

HIGHER EDUCATION

The University of British Columbia

In common with the other western provinces of the Dominion, British Columbia has a university of its own. The first session of this institution opened on September 29th, 1915. Three hundred and seventy-nine students were enrolled in the various classes and these, with fifty-six students at the front, made a total student body of four hundred and thirty-five.

The first year classes, 1915-1916, were brought to a close by convocation held May 4th, 1916, at which forty students were granted the degree of B. A. Of the three hundred and seventy-nine students enrolled, two hundred and twenty-eight were men, one hundred and sixty seven in arts and sixty-one in applied science—while one hundred and fifty-one were women, all enrolled in arts. The university appears to have limited its first year work to the faculties of arts and applied science. No doubt the faculties of medicine, engineering, etc., will, in time, appear with the growing needs and development of the province.

The work so well begun has been carried through a second year, with a somewhat larger attendance, increased interest in the work, and some additions to the teaching staff, which now numbers over forty professors, assistant professors, and instructors in all.

Higher Education Prior to Founding of University.

Work beyond that required for junior and senior matriculation had been carried on for years in ever-increasing volume in various public and private institutions devoted to secondary education, otherwise, the new university would not have been able to grant forty degrees in the first year of its existence.

By legislative acts passed in 1894 and in 1896 it was made possible for high schools to affiliate themselves with certain universities of recognized standing and to become incorporated as colleges where a portion of the university work could be carried on. Work of this nature had been begun in 1899, Vancouver High School covering the first year in arts at McGill University, Montreal. Work of a similar nature was undertaken by Victoria High School and the work gradually expanded until it came to include third year work in arts and second year applied science at Vancouver College and second year arts at Victoria College. Both of these colleges were in affiliation with McGill University and were known collectively as the "McGill University College of British Columbia." The instruction given was similar to that of McGill University. The standards were identical and the university examined and admitted the undergraduates ad eundum statuum.

These colleges ceased to exist when the University of British Columbia first opened its doors for classes. In the last year of its existence, however, McGill University College enrolled 292 students at Vancouver and 70 at Victoria.

Nor was a monopoly of effort in higher education enjoyed by Vancouver and Victoria any more than a monopoly of affiliation enjoyed by McGill. Okanagan College, Summerland, in affiliation with McMaster University, Toronto, had taken up work as far as the third year in arts. Nelson High School in affiliation with Toronto University had, under an ambitious principal, gone so far as to at-

tempt second year work in arts. Westminster College, New Westminster, had also taken up work of this nature.

It must not be imagined that the work of these affiliated colleges represented all that was done by graduates of British Columbia secondary schools in the way of higher education. Perhaps, the major portion of those desiring education beyond the secondary schools sought it in the great eastern universities. With the first, second, and third year in arts provided at home, great numbers of students from all parts of British Columbia, even from Vancouver and Victoria, could be found attending Toronto, Queen's, McGill, and other eastern universities. Their number was no reflection on the character of the work nearer home. Their going abroad was due to a feeling that something ought to be obtained from a university course beside mere ranking on examination, and that contact with the larger student bodies of the eastern universities would give them something that could not be found among the smaller student bodies at home. This feeling will still cause great numbers of our youth to go to the larger centers, and it is doubtful if the appointment of the highest grade of professors, and the most modern equipment, can wholly counteract it. Any suspicion that appointments are made for political purposes, or that the scholarship of any member of the faculty is below the standard set for the eastern universities, will be fatal. The truth is that our universities cannot contend on equal terms with the eastern institutions because the public mind is prejudiced in favor of the eastern institution. The new institutions must win public favor and overcome this prejudice. This they cannot do if doubtful appointments are made and ordinary, B. A. graduates rank with Ph. D's on the faculty list of the university calendar.

History of the Founding of B. C. University.

A provincial university was first proposed by Superintendent Jessop in 1877, when he called public attention to the need of such an institution.

An abortive attempt to establish a university failed in 1890 through lack of public interest. An act was passed, slightly amended in the following year, and the senators were appointed. At the first meeting of the senators, however, a quorum failed to appear and this was, for the time being, the end of the matter.

Meanwhile the years passed and the population of the province more than doubled. Great interest was shown in secondary education and with the increasing number of high school graduates came a more and more insistent demand for university education at home. This at last expressed itself in the University Graduates' Society formed at Vancouver in 1904 with the avowed object of securing an endowed university for British Columbia. This organization was strongly supported by the Nelson University Club and various religious denominations.

The combined efforts to arouse public interest might have proved futile had not a wave of great financial prosperity swept over the province. A government, generous in its expenditures to the point of extravagance, found itself the unhappy possessor of a surplus of something like \$7,000,000 of unspent public money. The members of the government frankly admitted that they had blundered in having a surplus, but made voluble promises of spending it in the public interest. Ways and means were eagerly sought and, in its extremity, the government seized on the endowment of a university. Accordingly, the University Endowment Act was passed by the legislature in 1909. This act, slightly amended in 1911 and 1913, endowed the new university with two million acres of public land. As long as the surplus remained, great dreams were indulged in by the members of the administration. Addressing the Teachers' Convention at Vernon in the spring of 1911, the Honourable Essen Young said that great, undreamed of, and unprecedented prosperity had come to the province. Great and unprecedented prosperity would continue to be enjoyed by the province. The prov-

ince could afford to, and would build a university that in its architectural beauty and grandeur would be second to none on the continent. They would equip it with the best that money could buy and their professors would be second to none in the great universities of the world.

As a means of diminishing the surplus, an expensive site commission was appointed to look over the province and determine a suitable site for the university. This commission, composed of five distinguished representatives from the older Canadian universities, made an exhaustive examination of possible sites in the province and at last selected Point Grey, near Vancouver city, as the most suitable one available. Their choice was confirmed by the Executive Council of the province. In 1911 the legislature granted this site to the university and in 1913 increased it by a few acres.

The site at present contains 250 acres lying upon the extremity of the headland of Point Grey, and is approximately 300 feet above sea-level. It has passenger and freight service by water and is within a mile and a half of the electric trolley, which will soon be extended to the grounds.

The first convocation held August 21st, 1912, chose Mr. Francis Carter Cotton as first chancellor of the university.

Having selected the site and having chosen the chancellor, the actual building of the university came next in order. To secure suitable plans \$10,000 was offered in prizes of \$5,000, \$2,000, \$2,000 and \$1,000 each. The first prize went to Messrs. Sharp and Thompson of Vancouver who, at the same time, were appointed university architects. These men were named with five others as a commission to further elaborate plans. A general plan prepared by this commission was approved by the Board of Governors.

Board of Governors.

In March, 1913, the Lieutenant-Governor-in-Council appointed the president, F. F. Westbrook, M. A., M. D., C. M., L. L. D., and shortly afterward, a board of governors.

Grants and Building Operations.

In 1914 the Legislature of British Columbia voted \$500,000 and the government promised to vote \$1,000,000 more for the completion of the plans approved by the government.

The work of erecting buildings, as well as clearing and grading the grounds, was now undertaken in earnest. The steel and concrete work of the science building was completed. Deans for various faculties were appointed and arrangements were made for beginning university work in the fall of 1915.

But the outbreak of the war in August, 1914, caused the governors to pause in the expenditure of money. According to the university calendar, it was felt that it would be short-sighted and unpatriotic to commit the public to a large capital expenditure and heavy fixed charges when every available dollar in the country might be required to preserve the liberties of a free people. A large part of the grant for the year is said to have reverted to the provincial treasury and the people were not committed to a heavy outlay in 1915.

Independent of the war, however, the financial outlook had changed. The huge surplus had vanished. In its place had come an annual deficit of something like \$5,000,000. The government was trying to float a loan of \$10,000,000 to meet the ordinary expenses of administration. These conditions, no doubt, added force to the patriotic considerations mentioned above.

However, in 1915 the Legislature voted sufficient funds for the university to carry on the work already outlined at the opening of this chapter.

Character and Aims of the University.

For the purpose of outlining the above it seems best to quote a paragraph from the calendar:

"The University of British Columbia is to be considered an integral part of the educational system of the province. As such it completes the work begun in the public and high schools, holding to the high schools with regard to studies a position comparable to that which the high sustains to the public schools. As those who have passed through our public schools may freely avail themselves of the high school, so those who have profited by the high schools may advance to the opportunities afforded by the university. To encourage all who may be able to proceed to the higher education, advancement from one grade to another is made as easy and natural as possible. The university undertakes to furnish instruction in the various branches of a liberal education, and in the technical branches that have a bearing on the life and activities of the province. It aims to encourage research work in all departments, to produce scholars, and so do its share in enlarging the domain of knowledge. It is the intention to organize extension work upon a broad basis, in order to carry to the people of the province whose circumstances deprive them of the opportunity of attendance within the walls of the university, the useful knowledge so rapidly accumulating.

"By prescribing a large number of studies during the first year of undergraduate work, and by leaving a wide choice to the student during his final years under a definite system, the university endeavours to give a wise measure of direction, while at the same time encouraging individual initiative and special development.

"Several contemplated extensions to the university work have been postponed through the exigencies of finance and the war, but so soon as the financial outlook brightens important developments may be expected.

"In the meantime the present educational equipment is fully employed, and it will be the policy of the university to place its resources for research at the service of the citizens, and to disseminate such information concerning the application of science to the industries of the province as may prove helpful. Thus it will be the general policy of the institution to foster the educational interests of the province broadly and generously interpreted." (Pages 26, 27, 1916-1917.)

Military Training.

A minimum of two hours military training per week for at least two sessions is compulsory upon all male students. On the completion of two years as efficient members of the Officers' Training Corps, and on passing certain prescribed examinations, students are awarded "A" certificates, which exempt the holders from further military training. They are urged, however, to continue the training and qualify for the "B" certificate, granted to those who have completed three or more years.

These certificates entitle the holders to rank as officers in the Canadian Militia without further training.

Admission.

Full admission is gained by passing the examination for junior matriculation, but at present matriculated and partial students are also admitted to the course. In fact, there does not seem to be anything in the regulations to prevent anyone over the age of sixteen from attending any of the classes in arts or applied science. Full entrance qualifications are, of course, essential to candidates for a degree.

Tuition and Fees.

Tuition is practically free. The fees amount to only \$17.00 per annum in all and are as follows:

Annual Registration Fee, \$10.00.

Alma Mater Fee, imposed at request of students, \$2.00.

Caution, \$5.00.

This last is to cover breakages, wastage, etc., in the laboratories, and is returned less deductions at the end of the season.

The fee for which the university is responsible is practically only \$10.00, making the university, in all probability, the lowest in this matter on the continent.

The University Calendar.

The facts given in this description have, in part, been gleaned from the 1916-1917 calendar of the University of British Columbia. This production compares very favourably with that of older and larger institutions. It is printed in clear type on good paper and covers 176 pages, six inches by nine inches in size.

Embarked on a Treacherous Sea.

While the University Act (chapter 234) is a much more statesman-like and comprehensive production than the Public Schools Act, it has, nevertheless, chronicled another act of abdication in favor of the Executive Council. This political junta, through its Board of Governors, can absolutely control all appointments, so that the seat of higher education for which we had hoped, and prayed, and laboured so long and earnestly, becomes from a political angle, simply another addition to the patronage at the disposal of the dominant political party. The appointment of the president, the deans of all the faculties, the professors, the associate professors, the lecturers, the instructors, the officers, the clerks, even the janitors, is in the hands of the Board of Governors (S. 39, ss.e.). This Board of Governors consists of the chancellor, the president, and nine members named by the Lieutenant-Governor-in-Council (S.23). The only restriction is that they must be British subjects and residents of British Columbia (S.24). But five members may form a quorum (S. 26) and the board can exist and exercise all its powers if six members exist, and, if for any reason, four places on the

board are vacant (S. 27). But, any member of the board may at any time be removed by the Lieutenant-Governor-in-Council (S. 31), and no action can be brought against the Board of Governors except by consent of the attorney-general (S.48).

The Board of Governors, then, that appoints even the janitors and may, if it so pleases, causelessly dismiss any professor or dean without fear of legal action, consists of ten members, nine of whom are appointed and can be removed at will by the leaders of the dominant political party. When the situation is fully realized, one begins to fear consequences and his fears are scarcely allayed when he glances over the list of governors and afterwards finds men of very unequal academic standing occupying positions of like dignity and responsibility on the teaching force of the university.

CHAPTER XVI.

CONCLUDING REMARKS

Suggested Improvements to School Law

In conclusion, the author makes bold to offer a few suggestions for the improvement of the educational machinery of the province. These are not made in a spirit of hostility nor with any desire to belittle the achievements of those who have moulded our educational destinies. The educational system of our province has so many points of excellence that it will not suffer from a little friendly criticism. Whatever defects may have been found in school law, school administration, or the curricula of the schools, and the method of teaching the same, we must admit that the system is as workable and produces as good results as that of any state or province of which we have knowledge. Before beginning a little kindly criticism, let it be stated unreservedly that, in the judgment of the author, the school system of British Columbia takes rank among the very best systems on the continent.

The public of British Columbia, that votes such colossal sums for education (over \$3,000,000.00 annually) has failed to take the most obvious and necessary step to protect itself in the enactment of a comprehensive school law. As compared with her sister provinces, Alberta and Saskatchewan, British Columbia may be said to be practically without school law. It pays over \$20,000.00 per annum for the inspection of its schools, and it has not taken the trouble to assure itself that its inspectors shall even be educated men. It spends annually large sums

of money on examinations and it has not made provision to protect itself by the institution of an appeal. It has allowed unknown men to come from the remotest corners of the earth to compete on equal terms with teachers it has trained at great expense at home. Unfortunately, without legislative guidance, the educational luminaries of the province have fallen into ruts that have grown deeper with years. In twelve years' service, the author has seen practically no change in the curricula of the high schools. He is teaching the same Latin translation and English literature that he taught a decade ago, and the Department on its examination papers is asking the same questions it did a generation ago. The last inspector who visited his school asked him the same routine questions as the first inspector who called on him in 1901. If the system is to be saved from danger of fossilization, the breath of a sovereign public must frame a new Education Act for the province. As a preliminary, the present piece of legislative junk might be cast on the scrap heap of repeal.

The Education Act, after the usual definition of terms, should state the powers and duties of the Minister of Education, who should be the responsible head of the system created by the Act. Under the present Act the honourable gentleman is not even mentioned. The Minister should never be allowed to become an autocrat. He is the servant of the public, and it is his duty to see that the will of the public, as expressed in the school law, is duly respected.

To enable him to do this, an Educational Council is an absolute necessity. This council should represent all interests concerned, and it should afford an avenue by which a responsible Minister may learn the needs of the school and the wishes of the sovereign public. To make this body like similar ones in France, England, and Ontario, we would suggest the following members:

- (a) The Superintendent of Education.
- (b) The President of the British Columbia University.
- (c) Two members elected by the trustees of the province.
- (d) One member elected by the inspectors of the province from among themselves.
- (e) One member representing the high school teachers, elected by ballot from among themselves.
- (f) Three members similarly elected from among the public school teachers, one to represent each department of public school work—primary, intermediate, and senior.

This would give a council of nine members, representing the public interest and every variety of education from primary to university. This council should be given advisory functions in all matters of education and the Minister should consult it on all matters of importance.

Having provided a responsible Minister and a representative educational council, the next step would be to make the Superintendent of Education a real leader; that is, to so free him from routine duties that he might have leisure for thought and study and so be able to direct education along progressive lines. And here the law, after providing for such an officer, would do well to leave his duties largely undefined. The Superintendent should be a real inspiring and directing force. This he cannot be if too much routine work is heaped upon him. His salary should be at least \$5,000.00 per year, and he should have time and leisure to read and so keep abreast of the latest educational thought. He should be encouraged to go abroad and visit the leading educational centers elsewhere, and his expenses should be paid when he visits conventions in neighbouring provinces or states. His appointment should be non-political, or his usefulness will be entirely destroyed. The less despotic power given this official the better. His should be a position of honour and he should sway teachers of the province by the

power of intellectual superiority and broad scholarship, rather than by authority. Such an official, at the center of the system, claiming little authority, but ready to give really expert guidance on all occasions, would be worth many times his salary to the educational interests of the province.

The new School Act should define the qualifications of inspector, make the office competitive, and provide an adequate salary. It should be remembered that it is not so much what these officials do, as what they are, that makes them such potent forces for good or evil in the system. Men of meager attainments bring education and the Educational Department into contempt and cheapen and degrade the whole system. If men of scholarly attainments and refined character are appointed, they must not be reduced to the level of irritable, overworked clerks, by too much official drudgery, nor must they be degraded in the public estimation by being moved around from one district to another at the discretion of a higher official.

In order that they may be at their best they must have a large measure of freedom. These men should be assigned permanently to a district and, in order that they may read and keep abreast of the times, they should be provided with clerical assistance. An inspector should be a man of some power and influence. To be this his position must be made secure, and in order that he remain scholarly and intelligent he must be relieved from too much routine work. An inspector should be removed only on the request of the Educational Council.

Having provided for a Superintendent, a real leader, but not a despot, and capable co-workers in a staff of educational experts known as inspectors, who should be more like loyal colleagues than obsequious underlings, the major portion of the work now being done by the Superintendent and inspectors could be handed over to the Bureau of Statistics, for it is largely statistical. It might necessitate the employment of a few more clerks.

but it would not be necessary to pay them the salary of expert educators. In order to get the very best out of the inspector's visit his time and the teacher's ought not to be taken up with the asking and answering of questions that could be dealt with as well by a questionnaire from the Bureau of Statistics. Were the inspector a real educational expert, every moment of his time would be occupied with inspiring talks to the classes or helpful suggestions to the teacher.

But the excellence of any system depends not on the Minister of Education, not on the Superintendent, not on the inspectors, but on the character of the men and women that can be attracted into and retained in the profession.

Men and women of character refuse to remain in any insecure position—only foolish ones will build on the shifting sands of popular favour, depending on uncertain results, to be secured by yet more uncertain pupils. Tenure of office has been made secure in the railway service, in the banking institutions, and in various industries of the province, where the initial requirements are not so exacting. Legislation must be introduced to make tenure of office secure, once the teacher has really proved himself. The greatest care to exclude the unworthy and the incompetent should be taken in the certification of teachers, but once a teacher has proved himself it should be impossible to discharge him except for certain definite reasons stated in the school law, and in the event of dismissal the charges against him should be proved before a competent court of jurisdiction named in the Act. Trustees might be allowed to ask for a change of teacher, and this could be arranged by the inspector, but teachers of established reputation who, in the opinion of the inspector, are doing good work should be moved only by their own consent, and in no case except an equally good or better position is offered them. The new Act might create an Exchange Board, consisting of the inspector and some representative trustees, to arrange for an ex-

change of teachers where such is deemed advisable, but in the case of approved competent teachers, dismissal should never be mentioned.

Greater care should be exercised to secure really trained teachers. It is manifestly unfair to allow untrained and inexperienced teachers to compete on equal terms with trained and experienced veterans.

Graduates of British Columbia and other universities should be compelled to attend some of the classes of the normal school and pass the final examination. Life certificates should not be granted at once to prospective teachers, but interim certificates valid for two years. Permanent certificates should be issued only when the holder of an interim certificate has proved his competency beyond doubt.

Holders of interim certificates should be excluded from the better positions as principals of graded schools. Teachers from outside countries and provinces should be compelled to attend normal school for at least six weeks, should pass its final examination, and should serve two years on interim certificates before being allowed to compete on equal terms with established teachers of the province.

But while every effort should be made to weed out incompetent teachers at the outset, while inspectors should diligently point out and correct the faults of young teachers in a kindly way—the period of tutelage and apprenticeship should come to an end. At some definite period of his career the teacher should become a recognized master of his art. Both the inspector and the Department should recognize him as such. Official criticism of methods, discipline, etc., should cease and the inspector and other officials of the Department should be welcomed to the school as helpful colleagues, who have no power to unmake an established reputation, but who may be counted on to support him in carrying out the recognized principles of his profession.

If the public is to have faithful service in the schools it must learn to trust and cease to spy upon and criticise those whose fidelity and ability has been proved by years of faithful service.

Perhaps the most difficult position to fill under the present Act is that of school trustee. To perform properly the functions heaped upon him by the Act he would need to be an architect, a builder, a carpenter, a stone mason, a plasterer, a glazier, a paper hanger, a landscape gardener, a doctor, a sanitary engineer, a financier, and a sociologist.

The school building, its equipment, its furniture, its interior decoration, the amount of floor space for each pupil, amount of blackboard, height of ceiling, lavatories, school grounds, shade trees, walks, fences, etc.—all these things are left entirely to his guidance and direction.

These matters that occupy so much space in legislation and regulation elsewhere have been entirely overlooked. There is neither law nor regulation to guide the trustee. He must evolve these things from his inner consciousness. The Department should appoint a commission consisting of an architect, a sanitary engineer, a medical practitioner, and a landscape gardener, to formulate legislation for the direction of trustees on these matters, and this legislation should be submitted to the Legislature for approval at the earliest opportunity.

Some clause should be introduced in the School Act to provide for a written contract between teacher and trustees, and some provision should be introduced by which the teacher's salary could be easily secured in case of non-payment by the trustees.

The present law on compulsory attendance must be largely a dead letter, because no adequate provision is made for its enforcement. The law makes it the duty of the Superintendent or the trustees to enforce the Act when some one has notified them that its provisions are being violated (S. 141). Informers are as difficult to find

and as little respected in British Columbia as elsewhere. It must be made the duty of someone to see that the provisions of the Act are duly respected.

By the present Act the Board of Examiners is to consist of the Superintendent of Education and two other persons (qualifications not stated) named by the Council of Public Instruction (Ch. 206, S. 6, s. s. 3). There is need of more adequate machinery for the protection of the public interest. A general control of routine matters might be left with the Department of Education, but it is only fair that public school teachers should have representation on the examining board that prepares and reads entrance examination papers, and this representation should be secured them by law. High school teachers should have similar representation in the high school examinations, and, finally, provision should be made for an appeal by which, on the payment of a definite sum, say \$5.00, candidates might claim to have their papers re-read. The functions of the Board of Examiners should be clearly defined and should include:

- (a) The preparation of suitable examination papers for all grades of examination. The name of the author of the paper should appear at the top of the paper, but the Board of Examiners should be responsible for the preparation of suitable papers.
- (b) The reading and valuation of the candidates' answer papers.
- (c) The hearing of all appeals arising from valuation of the answer papers.

The whole matter of obtaining financial aid from the provincial treasury should be made the subject of constructive legislation. The present rule of thumb—cities of the first class, \$360.00 per teacher; cities of second class, \$420.00 per teacher; cities of third class, \$465.00 per teacher, etc.—irrespective of school equipment or qualification of the teacher, is not along the most progressive lines.

The only condition for obtaining this grant is that school shall be conducted according to the regulations and that all returns shall be duly made. Aid from the provincial treasury should be given on the following bases:

- (a) Kind of accommodation and excellence of school building.
- (b) Equipments of same, laboratories, libraries, maps, etc.
- (c) School grounds.
- (b) Certificate of teachers.
- (e) General state of discipline and order in school.

The maximum and minimum amounts obtainable under each head should be fixed by statute. Grading under each head might be left to the inspector.

To aid the weaker schools there might be added to the above:

- (f) A per capita grant depending on number of teachers employed. This should be based not on the arbitrary and unfair classification now in force, but rather, it is suggested, on the relation of the entire school expenditure to the total assessment of the district, or on the relation of the total enrollment, or of the average attendance to the entire assessable property of the school district, and should vary from a very small amount to the entire salary.

The amount of the aid that can be secured for building purposes from the provincial treasury should be definitely stated according to some general principle. It should be something claimed as a right under the law, not lobbied for as at present.

Aid could be rendered as suggested above on the basis of school population to the total assessment, a large school population and a small assessment calling for a high percentage of aid from the provincial treasury. If provincial aid cannot be given to all schools, alike ac-

cording to some just and equitable plan, it should be discontinued entirely.

All building plans should be submitted to a central board of school architects, to be revised, amended, and approved by them. This, however, is not enough. It is in the actual building construction that fraud is practiced on the Department, and on the public. The writer knows of two cases of construction, one involving \$40,000.00, the other \$45,000.00, where better results might have been secured in building and building material. He knows school floors that creaked because they were not properly nailed down; of windows that fell out of their casings on the slightest provocation; of brick laid in mortar on the outside only; of floors that were not sound proof but sound magnifiers, etc. In every case where public money is spent in building the Government should have a practical builder on the ground and all contracts should be made subject to his supervision and approval.

In some way the teachers of British Columbia should endeavour to lift themselves out of the educational pit into which the Education Department has led both them and the unfortunate children of the school. For some years nothing has seemed to matter high percentages on examinations, and this worship of a fetish has affected adversely all that is worth while in education for the teacher, all that is worth while in life for the child.

Much the larger percentage of the pupils of the public schools in British Columbia do not enter the entrance class at all. For some reason the great majority of them drop out in the third and junior fourth classes. Education should focus its attention on the vast majority who never figure in examination reports at all. Less and less attention should be focused on examination results and attention should be directed more and more to the character of the teaching below the entrance grades.

The much needed reform could be hastened by a clause in the School Act forbidding officials of the Depart-

ment to publish percentage comparison of examination results. The names of the successful ones could be published in alphabetical order, but the name of the school from which they come should be withheld. Action of this kind might, in time, make it safe for the teacher to be a real helper to the great mass of the pupils.

Private Schools and Kindergartens

There is need for some supervision of these, especially the former. They should be placed under government supervision. No one should be allowed to open such schools without a license. License should be granted only to persons qualified by training and scholarship. Persons conducting such schools should have the same qualification as teachers of the province, or its equivalent. The State should see that instruction is of the same character and just as good as in our public schools. All private schools and kindergartens should be subject to official inspection. The State should see that all its citizens get a good elementary education. The child of the rich man should have equal privilege in this respect with that of the poor man. Inspection of private schools has been found necessary in France and Germany. It has been found that rich and aristocratic people care more for exclusiveness than education. If they secure the former, the latter appears to them a matter of small importance.

The one-teacher high school should be eliminated by creating a larger unit than the district for high school purposes. When a high school is organized, not one, but several districts should be compelled to unite for the purpose, and each contribute its share. A separate building should be erected in some central part of the high school district. A minimum of equipment for the laboratory and the library should be stated by law and at least two teachers employed. Examination results can be obtained in an otherwise unused room of the public school in spite of the noise and confusion incident to large assemblages of children, and in spite of the lack of library or laboratory

equipment. Examination results have been obtained under these circumstances by a "Jack of All Trades" teacher, but scarcely real culture. There is something indispensable in meeting a larger student body, something in the handling of books and laboratory apparatus, something in the artistic building devoted exclusively to secondary education that the one dingy school room and the "Jack of All Trades" teacher cannot give. The one who suffers most from its lack of cultural opportunities is the unfortunate teacher himself. The overworked "Jack" cannot attain to any great heights of scholarship, or develop those qualities of mind and character that command respect among his fellow men. Away from all the great world currents of thought and activity, he settles down to a life of ceaseless drudgery in a community cut off by mountain ranges and magnificent distances from the rest of the world. Little by little all traces of the culture and refinement he brought with him fall from him as he develops more and more all the characteristics of a soulless and hopeless drudge. A tragedy is a drama in five acts. The story of the principal of a one-teacher high school is a tragedy in five years. Either his health breaks down absolutely in that time or he is discharged ignominiously by a watchful public that has overlooked no mistake of his career, and has been blind to no fault of his character.

Finally, the author disclaims any pretense of posing as an authority on school legislation. The suggestions made in this chapter are thrown out tentatively and with the idea of calling attention to a need rather than prescribing a remedy. Need for more comprehensive school legislation certainly exists, as the following incident will show:

A school burned down recently. The trustees arranged to buy a new school site. Some of the ratepayers considered the site unsuitable and that too large a sum was being paid for it. The ratepayers protested by means of petition and indignation meetings. The trustees

defied public opinion and said they would put the deal through because, some people alleged, if it was not in the interest of the general public it was very much in the interest of the trustees to purchase the new site.

Section 11, Department of Education Act, of the Province of Ontario, provides for just such a contingency as has here arisen.

If a final suggestion may be made, the author would like to outline the steps that might be taken to secure really good legislation on the subject of education. Let some expert on school administration be appointed to report on the matter. But, in the first place, let him be a real expert who has studied educational administration abroad, by actual contact with living working systems. Let him be given at least six months to study educational conditions in British Columbia.

We are in desperate need of legislation, but we can afford to wait a few months for good legislation. Having made a thorough study of conditions, the administration expert might become one of a representative commission appointed to draw up a School Act along progressive lines for the Province of British Columbia. The composition of the legislative commission could be similar to that proposed for the Educational Council. In the matter of legislation no interest whatever, from the primary class of the public school to the senior grade of the high school, should be unrepresented. In the matter of taxation the unfortunate ratepayer should have powerful representation on the commission. Proposed legislation could be drafted and gone over slowly, clause by clause. It would, of course, be impossible for such a commission to foresee and provide for every contingency that might arise. But the passing of such progressive legislation as under expert guidance it would frame, would infuse new life and vigor into the system, and would give the unfortunate taxpayer a more adequate return for the bread he has cast so freely on the waters.

CHAPTER XVII.

PUBLICATIONS OF THE EDUCATION DEPARTMENT

The Annual School Report--The Manual of the School Law and Regulations

As the former is the authority for many statements made in the body of this work, and as frequent quotations have been made from the latter of the above named publications, it might be well in closing to give some idea of their nature. Their compilation is a very important item in the work of an Education Office costing over \$40,000 per year, and to ensure correctness of detail teachers are required to make monthly and yearly reports to the Education Office. These returns are duly made or the grant is withheld from the school. They are carefully tabulated and checked over at the Education Office and the slightest error, even in computing a decimal to the second place, brings them back with a request for revision.

On statistical statements made in the annual reports one can absolutely reply.

The Annual School Report.

One exceedingly creditable feature of the work of the Education Department of British Columbia is the Annual School Report, furnished gratuitously to the teachers and trustees and generally to any one who requests a copy from the Department. The 1915-16 report covers over 490 7x19 inch pages, printed in clear type on good pa-

per, and is embellished by numerous full page cuts. It is really a masterpiece of detail, but all its data are so carefully classified and arranged that one has no difficulty in readily finding just what information he may require. It is hard to conceive of any useful or important information concerning the schools or the teachers that cannot be found in this publication.

~ We cannot do justice to it in the meager space at our disposal, but we shall endeavour to give the reader some idea of the information it contains:

Features of Forty-fifth Annual Report.

Part I, General Report, contains the following:

- (1) Superintendent's report, covering 13 7x10 inch pages and largely statistical, being devoted to classified statistics of attendance, expenditure, number, qualification, and sex of teachers in the province, etc.
- (2) Report of the fourteen departmental inspectors covers 22 pages.

This report further contains:

- (3) Reports of the municipal inspectors of schools for Vancouver and Victoria, covering eight pages.
- (4) Reports of the principals of the normal schools.
- (5) Report of the director of elementary agricultural education.
- (6) Report of the organizer of technical education.
- (7) Report of the officer in charge of the free textbook branch.
- (8) Report of the Strathcona Trust.
- (9) Report of the Board of Examiners for teachers' certificates.

The above nine reports cover the first ninety-five pages of the Annual Report.

Then follows:

Amendments to the boundaries of school districts, pages 95-102.

The reports mentioned in (5) and (6) are embellished by several excellent full page cuts. As pointed out elsewhere, (5) is a masterpiece of its kind.

Part II, Statistical Details.

The strong point of the Education Department of British Columbia is a genius for classification and routine work. At the end of every month, as well as at the end of every year, teachers are required to make out certain statistical returns on printed forms supplied by the Department. These must be made or the government grant is withheld from the school. They are all carefully tabulated by the office force at the Education Department and published in neatly arranged tabular form in the Annual Report. In the 1915-16 report they occupy 207 pages. First comes Table A, giving attendance at high schools, details of management, etc.

In this table in neatly arranged vertical columns the following data are given:

- Name of school.
- Number of divisions.
- Number of prescribed school days.
- Number of days school was in session.
- Number of students between 6 and 16 who attended the school.
- Number of pupils of other ages.
- Total number of students.
- Number of boys.
- Number of girls.
- Grand total actual attendance (each day's attendance counts one).
- Average actual daily attendance.
- Is school opened or closed with Lord's Prayer?
- Number of monthly reports sent to parents.
- Number of visits by Superintendent of Education or inspectors.
- Number of visits by trustees.
- Number of visits by others.

Total number of visits.

This table goes on to give similar details for:

Graded city schools.

Rural municipal schools.

Rural and assisted schools.

That is, for every public and high school in the province.

Still other tables are given summarizing attendance at the graded schools. In these the following data are given:

Name of school.

Classification high or public.

Number of pupils between 6 and 16.

Number of other ages.

Total Number of pu.

Boys.

Girls.

Grand total actual attendance.

Average actual daily attendance.

Table B—Abstract of Studies.

This table gives in vertical columns the name of the school, the number in each reader, and the number in each school in every subject of the school curriculum. This information is tabulated for every public and high school in the province.

Table C—Public School Teachers and Trustees.

This table gives in four vertical columns the following information:

- (1) Name of school and number of divisions.
- (2) Name of principal and teacher of each division.
- (3) Salaries of teachers.
- (4) Names of trustees and secretary of school board.

This information is given for every public and high school in the province, classified and alphabetically arranged.

Table D—Expenditure for Education Proper.

This table has four vertical columns giving the following data:

- (1) Name of school district.
- (2) Amount paid by Government for teachers' salaries.
- (3) Amount paid by Government for incidental expenses.
- (4) Amount paid by district in addition to expenditure by Government.

Table E—Schools in Electoral Districts.

This table has seven vertical columns giving the following information:

- (1) Name of electoral district.
- (2) Names of school districts in same.
- (3) Number of schools open in electoral district.
- (4) Number of teachers employed in same.
- (5) Number of pupils enrolled in electoral district.
- (6) Total expenditure for education in electoral district.

Part II. is a masterpiece of statistical arrangement. All possible useful statistical information is given about every school in the province, and it is so well arranged that one has no difficulty in finding the information he may need instantly.

Part III.—Appendices.

Appendix A gives classified lists, alphabetically arranged, of all persons holding certificates of qualification for the province. It contains the names of many teachers who have gone into other professions.

Appendix B has considerable data concerning departmental examinations for entrance and for the various grades of high school. It gives the name of each center and the number of successful candidates.

Appendix C gives copies of the various papers set for high school entrance and the various high school examinations for the current year. Teachers find this part of the report exceedingly helpful.

Manual of Scho' Law and Regulations.

Another publication of the Education Department is the Manual of the School Law and Regulations, issued at irregular intervals. As there have been few important changes in the School Act and practically none in the regulations and course of study during the past seventeen years, there are fewer editions of this publication than one would expect. One subject (botany) and some English literature were dropped from the intermediate (third year) examination of the high school four years ago. This is the only change of any importance that the writer recalls in twelve years. This crystallization has its advantages, but there is danger of waning interest and efficiency through falling into a rut.

The latest School Manual is dated 1916 and contains the following:

1. The Public Schools Act.
2. Schedules for use in connection with the same.
3. Rules and regulations of the Council of Public Instruction for the government of public schools in the province of British Columbia.
4. Provisions of School Act and regulations re school meetings.
5. Provisions of School Act and regulations re trustees and auditors.
6. Courses of study prescribed for graded and common schools.
7. Regulations re art teachers.
8. Regulations for domestic science centers.
9. Courses of study and instructions for manual training schools.
10. Regulations re physical training.

11. Course of study and regulations for superior schools.
12. Course of study for high schools.
13. List of authorized text-books.
14. Regulations for the examinations of public school teachers.
15. Examination schedules.
16. Provincial normal schools regulations and course of study.
17. Regulations re school libraries.
18. Regulations re night schools.
19. A classified list of the school districts, alphabetically arranged, giving boundaries and date of creation.
20. Copy of the Act to Provide for Medical Inspection of Schools.

Some Features of the School Manual.

This publication contains 184 6x10 inch pages and is intended for gratuitous distribution among teachers and trustees. It is printed in clear type on good paper, but it is not yet provided with an index. Perhaps the excellent arrangement renders this unnecessary.

There is more in the course of study than mere formal statement of work to be studied. For instance, under arithmetic as prescribed for the first primer, the following note is added:

"Arithmetic of the first two years (of the first year particularly) should be characterized by the free use of objects, constructive exercises, picture numbers, etc., in order to develop clear number ideas with the aid of sense perceptions."

There are many foot notes of this character that should prove exceedingly helpful to the untrained and inexperienced teacher.



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